The State of Obesity: BETTER POLICIES FOR A HEALTHIER AMERICA 2022

Special Feature: Food and Nutrition Insecurity Among Youth and Families







Acknowledgments

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View this report online at https://www.tfah.org/report-details/state-of-obesity-2022/. For more data on childhood obesity prevalence, policies and programs, visit

StateofChildhoodObesity.org.

The State of Obesity

The State of Obesity

Introduction

Obesity rates have been rising for decades across states, ages, sexes, and racial/ethnic groups, with continued increases during the COVID-19 pandemic.^{1,2,3,4,5,6} These long-term, cross-population trends underscore the nature of the crisis as a population-level problem tied to social, economic, and environmental factors in the United States, most of which are outside of an individual's control. Some of these factors affect available choices and habits directly related to diet, nutrition, and physical activity—for example, the availability, cost, marketing, taste, and accessibility of nutrient-rich foods like fruits and vegetables versus calorie-rich foods like junk food and soda, and the availability, safety, and convenience of active transportation, parks, playgrounds, and facilities for exercise and physical activity. It is also important to consider the role other factors—like stress, discrimination, poverty, economic opportunity, and food insecurity—play in determining the health and well-being of every American.

New state-level data from the Behavioral Risk Factor Surveillance System (BRFSS) confirm the trend that adult obesity rates continued to climb in 2021, as they have been for decades. Between 2020 and 2021, 17 states had statistically significant increases in the adult obesity rates with only one state (California) seeing a statistically significant decline, and a total of 19 states now have adult obesity rates at 35 percent or higher.^{7,8}



In response to long-term increases in obesity plus added complications from COVID-19, the United States needs to invest in long-term, evidencebased programs that reduce obesity, increase collaboration across public and private sectors, build bolder and better innovations and solutions, and devote more attention and action to addressing the underlying conditions and structural and systemic inequities that undermine many Americans' health.

This is the 19th annual report by Trust for America's Health on the obesity crisis in the United States. This year, our special feature highlights food and nutrition insecurity among youth and families. This report, as in previous years, also includes a section that reviews the latest data available on adult and childhood obesity rates (see page 24), a section that examines key current and emerging policies (page 35), and, finally, a section that outlines recommended policy actions (page 52).

FAST FACTS ABOUT OBESITY IN THE UNITED STATES

National Adult Obesity Rate, 2017–2020: **41.9 percent**

Change in Adult Obesity Rate from 1999–2000 to 2017–2020:

37 percent increase

National Youth Obesity Rate, 2017–2020: **19.7 percent**

Change in Youth Obesity Rate from 1999–2000 to 2017–2020:

42 percent increase

Source: NHANES

Number of States with Adult Obesity Rates Above 35 Percent, 2021: **19**

Number of States with Adult Obesity Rates Above 35 Percent, 2011: **0** *Source: BRFSS*

Adult Obesity Rates by State, 2021



Source: TFAH analysis of BRFSS data

WHY DO WE FOCUS ON OBESITY?

Obesity is associated with a range of physical and mental conditions at the population level and is linked with higher healthcare costs and productivity losses.

(1) Obesity increases the risk of a range of diseases for adults—including higher rates of complications and serious illness from COVID-19, as well as type 2 diabetes, high blood pressure, heart disease, stroke, arthritis, depression, sleep apnea, liver disease, kidney disease, gallbladder disease, pregnancy complications, and many types of cancer—and an overall risk of higher mortality.^{9,10,11,12,13} 14,15,16,17,18,19,20

(2) Children with obesity are also at greater risk for certain diseases, like type 2 diabetes, high blood pressure, and depression, and they are more likely to have obesity as an adult.^{21,22,23,24,25} Children with obesity also have a higher risk of hospitalization and severe illness from COVID-19.²⁶

(3) Individuals with obesity had higher medical costs than lower-weight individuals. A 2021 study found that obesity accounted for \$170 billion in higher medical costs annually in the United States.²⁷ This includes billions in extra costs to the Medicare and Medicaid programs.^{28,29} Indirect, or nonmedical, costs from obesity also run into the billions due to missed time at school and work, lower productivity, premature mortality, and increased transportation costs.³⁰

WEIGHT-BASED STIGMA AND DISCRIMINATION

People with obesity not only live with additional health burdens, they are far too often victims of stigma and discrimination. Research has demonstrated that weightbased discrimination is pervasive in educational, workplace, and healthcare settings, and even among friends and family.^{31,32,33} It can include ridicule, bullying, and fewer social, educational, and employment opportunities, and a lower quality of healthcare.³⁴

Weight-based discrimination can result in measurable and often devastating consequences, including social isolation, mental health disorders, reduced wages, and poorer educational, employment, and healthcare outcomes.35,36,37 Evidence shows that on an annual basis less than three percent of eligible U.S. adults with obesity are prescribed anti-obesity medications or undergo bariatric surgery, demonstrating lower quality healthcare and barriers to treatment options for these individuals.^{38,39} Weight-based bias is also more significant for women than for men, often compounding the disadvantages women already face in the workplace and other areas.^{40,41} What's more, experiencing weight-based stigma actually increases the risk of unhealthy eating and the avoidance of exercise and healthcare.42 Even though it is one of the most common forms of discrimination in society today, most people experiencing weight-based discrimination lack legal protection.43

One reason behind weight-based discrimination is the unproven—but widespread—belief that people with obesity simply lack the self-discipline to eat less and exercise more. Science, however, is increasingly demonstrating that obesity is a chronic disease and its causes are complex and include societal, biological, genetic, and environmental factors, most of which are not under an individual's control.^{44,45}

Despite the fact that in 2013 the American Medical Association adopted a policy resolution recognizing obesity as a chronic disease requiring treatment and prevention interventions, healthcare providers unfortunately often contribute to weight-based stigma by assuming their patients can reverse obesity simply via lifestyle changes.⁴⁶ A recent study of healthcare professionals in 77 countries found that a large majority believe that obesity can be entirely prevented (57 percent) or cured (62 percent) simply by adopting a "healthy lifestyle."47 Medical professionals need better education about the latest science on obesity and training on the most effective treatments to treat it, including addressing social needs, behavioral therapy and nutrition counseling from professionals like registered dieticians, anti-obesity medication, and bariatric surgery. Likewise, both public and private health insurers should cover evidence-based comprehensive weightmanagement programs and services.

Public health advocates also need to consider their own role in contributing to weight-based stigma, as public health interventions that stigmatize obesity may have the opposite of their intended effect.⁴⁸ This organization is no exception. This report, for example, was formerly called *F* as in *Fat*: How Obesity Threatens Our Future. Recognizing those words could stigmatize individuals living with obesity, TFAH changed the report's name in 2014. In addition to changing the title, the focus of the report has increasingly broadened to include the many social determinants of health and underlying systemic inequities associated with obesity.

2022 STATE OF OBESITY RECOMMENDATIONS

Trust for America's Health offers the following recommendations for federal, state, and local policymakers and other stakeholders. TFAH's two guiding principles when making these recommendations are: (1) apply a multisector, multidisciplinary approach (because a single effort in just one sector or discipline is not likely to have a significant impact); and (2) intentionally focus on those populations with a disproportionate risk of obesity.

A summary of TFAH's recommendations are below; the full recommendations are on page 52.

- 1. Advance health equity by strategically dedicating federal resources to efforts that reduce obesity-related disparities by:
- Increase funding for Centers for Disease Control and Prevention (CDC)'s National Center for Chronic Disease Prevention and obesity-prevention programs, including the State Physical Activity and Nutrition program, the Racial and Ethnic Approaches to Community Health program, and the Healthy Tribes program;
- Expanding the Social Determinants of Health program at CDC to support multisector collaborations to address upstream drivers of chronic disease;
- Instituting economic policies that reduce poverty at a population level;
- Prioritizing health equity in planning and decision-making at federal agencies; and
- Adapting federal grantmaking practices to ensure that organizations that are best able to conduct obesity-prevention activities can navigate federal funding mechanisms.
- 2. Decrease food insecurity while improving nutritional quality of available foods by:
- Making healthy school meals for all permanent and, in the interim, encouraging Community Eligibility Program participation,

and make permanent COVID-19 flexibilities that expand nutrition access;

- Strengthening nutrition standards for school meals and snacks;
- Maintaining eligibility, increasing value of benefit, and ensuring there are no new participation barriers in the Supplemental Nutrition Assistance Program (SNAP);
- Improving diet quality in SNAP through voluntary pilot programs and supporting programs that promote healthy eating, like SNAP-Ed and the Gus Schumacher Nutrition Incentive Program (GusNIP);
- Expanding access to the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) for young children and postpartum women and continuing the increase in benefits through FY 2023;
- Bolstering the Child and Adult Care Food Program by allowing a third meal-service option, increasing reimbursements, simplifying administration, and continuing funding for nutrition and wellness education;
- Expanding support for programs that promote maternal and child health, including breastfeeding support;
- Incentivizing healthy food options, like adding healthful corner stores, community gardens, and farmers' markets; and
- Increasing outreach to eligible families to apply for school meals and other nutrition assistance programs.

3. Change the marketing and pricing strategies that lead to health disparities by:

 Closing tax loopholes and eliminating business-cost deductions for advertising of unhealthy food and beverages to children on television, online, and places frequented by children;

- Discouraging unhealthy food and drink options by enacting drink taxes—and using the revenue to reduce health and socioeconomic disparities;
- Improving the nutrition quality of the food that government agencies procure to better serve public health and set an example for the private sector; and
- Incorporating local wellness policies that reduce unhealthy food and beverage marketing and advertising to children and adolescents by prohibiting coupons, sales, and advertising around schools.
- 4. Make physical activity and the built environment safer and more accessible for all by:
- Increasing federal education funding to support health and physical education, as well as programs that promote socialemotional learning and improve health outcomes for children;
- Codifying and funding the update of the Physical Activity Guidelines for Americans every 10 years;
- Boosting funding for active transportation projects like pedestrian and biking infrastructure and recreational trails in addition to adding flexibilities to projects to ensure all communities are able to access funding;
- Making Safe Routes to Schools, Vision Zero, Complete Streets, and noninfrastructure projects eligible under the Highway Safety Improvement Program;
- Identifying innovative methods for conducting physical education and prioritizing physical activity during schooltime;
- Working locally to make community spaces more conducive and safer for physical activity and active transport and encouraging of outdoor play.

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- Adopting Complete Streets principles;
- Encouraging outdoor play and activity for children via state and federal programs and additional park development for communities most in need.
- 5. Work with the healthcare system to close disparities and gaps from clinic to community settings by:
- Increasing access to health insurance coverage by expanding Medicaid and making marketplace coverage more affordable;
- Clarifying to health insurers that obesityrelated preventive healthcare services must be covered with no patient costsharing like all other grade A or B U.S. Preventive Services Task Force recommendations;
- Expanding the capacity of healthcare providers and payers to screen and refer individuals to social service needs and care coordination, sufficiently reimburse social services providers, and better integrate social needs data into medical records;
- Addressing social determinants of health in communities with high levels of obesity, through community-directed goals and strategies, and evidence-based programs;
- Requiring Medicare to cover obesity-related services such as obesity and nutritional counseling and anti-obesity medications;
- Requiring and providing additional funding for each states' Medicaid program to cover evidence-based, comprehensive pediatric weight-management programs;
- Enabling Medicaid waivers to allow community-based organizations to be reimbursed for chronic disease prevention activities, to further incentivize cross-sector collaboration.

WHAT IS OBESITY AND BMI?

"Obesity" means that an individual's body fat and body-fat distribution exceed the level considered healthy.^{49,50} Body-mass index (BMI) is a method often used as a proxy for body fat and cardiometabolic risk since it is simple and inexpensive to determine—no invasive tests, specialized equipment, or prior diagnoses required—and thus more universally available.

It has several important limitations, however. First, while useful to estimate levels of body fat across populations, the relationship does not hold for all individuals. For example, muscular individuals often have lower body fat than their BMI would suggest.⁵¹ The relationship of BMI to cardiometabolic risk is also imperfect. For individuals, a more holistic understanding of family/personal history, lifestyle factors, body fat, and body-fat distribution are important to assessing cardiometabolic risk. On a population level, the risks at different BMIs systematically varies by sex and race/ethnicity. For example, certain populations of Asian Americans have higher risks of cardiometabolic diseases at lower BMIs, and Black Americans have lower risks at higher BMIs. Some researchers have suggested adjusting BMI thresholds to more accurately estimate cardiometabolic risks in different populations.⁵²

BMI is calculated by dividing a person's weight (in kilograms) by his or her height (in meters) squared. The BMI formula for measurements in pounds and inches is:

 $\mathbf{BMI} = \left(\begin{array}{c} \text{Weight in pounds} \\ \hline \text{(Height in inches) x (Height in inches)} \end{array} \right) x 703$

For adults, BMI is associated with the following weight classifications:

BMI LEVELS FOR ADULTS AGES 20 AND OVER								
BMI Level	Weight Classification							
Below 18.5	Underweight							
18.5 to < 25	Healthy weight							
25 to < 30	Overweight							
30 and above	Obesity							
40 and above	Severe Obesity							

Medical professionals measure childhood obesity differently, comparing a child's BMI to children of the same age and sex since there are fluctuations with growth and development. A child's BMI is expressed as percentile of his or her peer group and obtained from growth charts developed by the Centers for Disease Control and Prevention using height and weight data from American children from 1963 to 1965 and from 1988 to 1994.⁵³

BMI LEVELS FOR CHILDREN AGES 2-19								
BMI Level	Weight Classification							
Below 5th percentile	Underweight							
5th to <85th percentile	Healthy weight							
85th to < 95th percentile	Overweight							
95th percentile and greater	Obesity							

SPECIAL FEATURE: Food and Nutrition Insecurity Among Youth and Families

Food and nutrition insecurity among youth and families is a critical issue that underscores the importance of social, economic, and environmental factors, as well as the role that safety-net programs play in ensuring the health and well-being of young Americans. This section explores the intersection of childhood obesity and food and nutrition insecurity, food-assistance programs during COVID-19, and related federal and state policies and programs.

WHAT IS FOOD AND NUTRITION SECURITY?

The U.S. Department of Agriculture (USDA) defines food security as "access by all people [in a household] at all times to enough food for an active, healthy life."⁵⁴ Households with food insecurity report "being worried food would run out," that "the food bought did not last," and that they "could not afford a balanced meal." Households with very low food security additionally report they "cut the size of meal or skipped meal," "ate less food than felt [they] should," and "were hungry but did not eat."⁵⁵ There are four levels of food security:

- High food security: No reported indications of food-access problems or limitations.
- Marginal food security: One or two reported indications—typically, anxiety over food sufficiency or a



shortage of food in the house. Little or no indication of changes in diets or food intake.

- Low food security: Reports of reduced quality, variety, or desirability of diet. Little or no indication of reduced food intake.
- Very low food security: Reports of multiple indications of disrupted eating patterns and reduced food intake.

Nutrition security includes food access as well as the nutritional quality of the foods available, including whether it meets the Dietary Guidelines for Americans. As defined by USDA, nutrition security is "consistent access to nutritious foods that promote optimal health and well-being for all Americans, throughout all stages of life."⁵⁶

HOW DOES NUTRITION SECURITY BUILD ON FOOD SECURITY?

Food security is having **enough** calories. Nutrition security is having the *right* calories.

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CHILDHOOD OBESITY AND FOOD INSECURITY

For children and adolescents, food insecurity is associated with a lowerquality diet and a range of poor physical and mental health outcomes-including higher odds of having asthma, anemia, and fair or poor health and a higher risk of cognitive issues, aggression, anxiety, depression, behavior problems, suicide, ideation, and hospitalization.57,58 It is hard to separate the effects of food insecurity from poverty and other socioeconomic factors, since they overlap closely, and both influence diet habits and quality, as well as overall stress and well-being of families.59 Several recent studies have found that food insecurity is associated with childhood obesity independent from poverty and other socioeconomic factors, although earlier research findings have been mixed.60,61,62,63

Several theories explain the link between food insecurity and obesity; many are related to the social, economic, political, and environmental conditions that are the underlying drivers of both food insecurity and obesity.

(1) The "insurance hypothesis" posits that the bodies of food-insecure people store up extra fat as an insurance policy in the event of famine, based on an evolutionary response to previous episodes of food scarcity.⁶⁴

(2) A social determinants of health theory attributes obesity among low-income households (who are disproportionately likely to be food-insecure) to their financial and physical environments. The theory posits that individuals who lack money to purchase fresh fruits and vegetables have few safe spaces for physical exercise and have limited access to supermarkets with affordable and nutritious food items—but easy access to inexpensive, high-calorie processed foods—are more likely to have obesity.^{65,66}

(3) A similar set of theories assigns responsibility for obesity to a person's

social environment, noting that dietary habits are learned behaviors and attributable to local traditions, cultural factors, and one's social network.^{67,68}

(4) Another theory connects the high levels of stress, anxiety, and depression stemming from poverty-related financial and emotional pressures to higher levels of obesity via hormonal and metabolic changes as well as unhealthy coping habits around eating and physical activity.⁶⁹

(5) Several studies have suggested that nutrition policy—specifically the Supplemental Nutrition Assistance Program (SNAP) and its monthly rotation—may encourage participants into a "feast-or-famine" cycle in which they overeat during the first three weeks of the month but then face food insecurity during the month's final week, as cyclical food restriction has been linked to body-fat increases.^{70,71}

FIRST 1,000 DAYS OF LIFE

Childhood exposures in the first days—from gestation to 2 years old—can have lifelong protective or negative effects on health and wellness.⁷² Early experiences affect neurological function, social skills, as well as development throughout the body, due to the extra adaptive ability of brains in their first years.⁷³ This can be disrupted by negative exposures like stress, toxins, malnutrition, and disease.⁷⁴

In terms of obesity, certain processes like weight pattern, metabolism, and number of fat cells also develop early in life.⁷⁵ Additionally, there are prenatal and postnatal influences like maternal weight and gestational weight gain, gestational diabetes, breastfeeding, gut microbiome, toxin exposure, maternal stress, and birth weight and infant weight gain that can influence child weight in the first years.⁷⁶ A promising intervention is to start prevention for childhood obesity early since maternal health affects pregnancy and child health outcomes—and think holistically about the health and wellbeing of mother and child before, during, and after pregnancy.⁷⁷ These include individual-level measures, like monitoring maternal risk factors and education on dietary patterns early in life, as well as community- and system-level measures like strengthening infrastructure and support systems around maternal care, postnatal care, breastfeeding support, and early childhood care.⁷⁸

FOOD INSECURITY AND FOOD ASSISTANCE PROGRAMS DURING COVID-19

The COVID-19 pandemic added new obstacles and exacerbated existing barriers to healthy eating and physical activity in 2020 and 2021, including disrupting food and nutrition security for families and youth. The disruption took several forms, starting with widespread job loss causing financial insecurity and school closures interrupting food services at the beginning of the pandemic in March 2020, and continuing supply-chain issues that have caused higher prices and limited availability of certain goods.

In addition to long-standing safety-net programs, Congress passed legislation in 2020 and 2021 that helped stabilize the financial and food security of millions of Americans, namely through the 2020 Families First Coronavirus Response Act (FFCRA); the 2020 Coronavirus Aid, Relief, and Economic Security (CARES) Act; the Fiscal Year 2021 Appropriations bill; and the 2021 American Rescue Plan Act^{.79,80,81,82} The FFCRA included authorization for USDA to extend emergency waivers to support food access during the pandemic, and the 2021 appropriations bill extended the authorization into 2022. 83 States can continue some through the end of the 2022–2023 school year.84 Some key emergency interventions were directed at the population overall, including:

• Economic assistance to many

Americans via (1) stimulus payments (three rounds totaling \$1,200 for adults and \$500 for dependent children in 2020, and \$2000 for adult and dependent children in 2021); (2) three pandemic unemployment programs (created in spring 2020 and extended through September 2021) to provide extra relief for individuals who lost jobs; and (3) additional federal tax credits in 2021 to support working adults and families (Child Tax Credit, the Earned Income Tax Credit, and the Child and Dependent Care Tax Credit).^{85,86,87,88,89,90}

- Additional emergency food assistance, like additional funding for USDA's Emergency Food Assistance Program, which provides food and assistance to food banks and pantries across the country, and the Commodity Supplemental Food Program, which provides food to lowincome seniors.^{91,92,93}
- New flexibilities and higher benefits for SNAP. In spring 2020, USDA approved waivers for additional benefit allotments to families who did not qualify for the maximum SNAP benefit, extended certification periods, suspended work-requirement time limits, and expanded the online grocery-purchasing pilot program.^{94,95,96}

Other emergency responses focused more directly on youth, with waivers to add flexibility to school meals programs and the Special Supplemental Nutrition Program for Women, Infants, and Children program to cope with pandemic restrictions and closures. These included:

• A new cash-benefit program for children in response to school

closures plus additional benefits and flexibilities for existing child nutrition programs. In spring 2020, FFCRA created the Pandemic Electronic Benefit Transfer (P-EBT) program to provide cash benefits to children missing school meals during the pandemic, and USDA waived some of the existing child nutrition program requirements, including: offering free meals to all children in schools, providing a higher reimbursement rate for each meal served, permitting the summer meal programs to operate during the school year, allowing meals to be served outside traditional times and for parents/ guardians to pick up meals for their children, and permitting meals to be served in non-group settings.97,98 The rule changes were extended through the end of summer 2022, with some administrative flexibilities and higher reimbursements through the 2022-2023 school year. Other meal flexibilities, including free meals for all, will end on September 30, 2022.99,100

 Additional benefits for the WIC program. In spring 2020, USDA changed the rules for WIC participants to receive benefits remotely, to reenroll without visiting a clinic, and to postpone certain medical tests. In addition, the American Rescue
 Plan provided funding for program modernization (e.g., improving instore shopping experiences) and increased benefits for fruits and vegetables purchases.^{101,102} In spring 2020, 21 million Americans lost jobs, leading to the highest unemployment rate on record.¹⁰³ Despite the economic situation for millions of Americans, overall household food insecurity was stable in 2020.104 Demand for food-assistance programs paralleled the economic situation and the programs ramped up to meet increased need. Between February 2020 and June 2020, SNAP participation increased by 6 million people (from 36.9 to 42.9 million).¹⁰⁵ Food-pantry usage also jumped in 2020, with a record 6.7 percent of all U.S. households reporting to have used a food pantry (up from 4.4 percent in 2019). The previous highest rate was 5.5 percent in 2014.¹⁰⁶ These suggest that together these long-standing and emergency programs largely worked as designed and served as a safety net for many in the general U.S. population during the COVID-19 pandemic.

These efforts were less successful at maintaining food security among certain populations, including among youth and families, over the year despite additional programs and flexibilities aimed to help. Participation in the school breakfast program decreased 5 percent and the school lunch program decreased 31 percent between the 2018–2019 pre-pandemic school year and the 2020-2021 school year.107 Some of this decrease was absorbed by the P-EBT program, which provided alternative benefits during school closures. Yet inequities remained for some families. In 2020, 14.8 percent of households with children in the United States were food-insecure, a statistically significantly increase over 2019, when the rate was 13.6 percent, and the first increase in a decade. These increases held for food insecurity specifically among children (versus the whole household) and very low food security among children. The increases were among married couples with children and Black and Latino households with children. Single-parent and white households with children did not have increases in food insecurity.108



Food insecurity in U.S. households with children became more prevalent in 2020

Source: USDA, Economic Research Service using data from the December 2020 Current Population Survey Food Security Supplement, U.S. Census Bureau. In 2022, another food insecurity issue rose for families of very young children: a nationwide shortage of infant formula. The shortage stemmed from a combination of several problems, including: (1) supply chain issues for ingredients and manufacturing supplies, and labor shortages related to the COVID-19 pandemic; (2) a major manufacturing safety failure that caused a factory that makes 40 percent of infant formula for the whole country to close for months; and (3) the concentration of formula manufacturing to only a few companies and other features of the infant formula market that constrained increasing production sufficiently to compensate for the closed factory.^{109,110} The Biden Administration and Congress have taken important steps to address the immediate situation including working to reopen the closed factory, helping other manufacturers obtain limited supplies and boost production through the Defense Production Act, temporarily increasing foreign imports, and adding flexibilities

for families in WIC to purchase any brand of formula available.¹¹¹ Additional longer-term fixes for the infant formula market also should be considered.

Without the long-standing and emergency programs, the increase in child food insecurity would have certainly been much, much worse over the past few years. The increase suggests that there are improvements and gaps to consider, including (1) ways to bolster support of youth and families regarding economic and food security now; (2) research on households who became food insecure during the pandemic and how to ensure youth who depend on school meals continue to get healthy foods; and (3) more planning on how to protect children and families during future economic downturns and large-scale emergencies. The next subsection, on page 14, covers key programs related to food security, and the recommendations sections, starting on page 52, includes suggestions on how to improve youth food and nutrition security.

THE CHARITABLE FOOD SYSTEM IN THE UNITED STATES

Food banks (which accept donations, store, and provide food to other organizations and programs) and food pantries (places where food is distributed to the community) are two key components of the charitable food system.¹¹² Feeding America estimates that 60 million people received more than 6 billion meals from private food-assistance programs in 2020. This was a 44 percent increase in meals over 2019.¹¹³

A 2021 study found that the average patron of food pantries was age 51,

white, female, had a high school diploma/GED, and had health insurance. Most people in the highestusage class were in households that had trouble paying for medical bills. Approximately half had to decide between food or medication to afford the other at least once.¹¹⁴

Each community has unique needs and barriers to overcome, like reaching older adults through mobile food pantries or reaching children and families through school food pantries.

RELATED FEDERAL AND STATE POLICIES AND PROGRAMS

There are a number of critical food and nutrition assistance policies and programs that serve children and families in the United States. This subsection describes the history, purpose, and issues of key programs.

Federal Hunger and Nutrition Assistance: Special Supplemental Nutrition Program for Women, Infants, and Children, School/Child Nutrition Programs, Supplemental Nutrition Assistance Program, and Nutrition Incentive Programs

Special Supplemental Nutrition Program for Women, Infants, and Children

The Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) provides healthy food, nutrition education, breastfeeding support, and healthcare referrals to low-income pregnant, postpartum, and breastfeeding women and their children up to age 5. A permanent federal program since 1975, WIC is funded by the federal government and administered by USDA's Food and Nutrition Service and by state and local agencies.¹¹⁵ The program is one of the nation's largest nutritionassistance programs and helps provide food security to nearly 5 million children annually.¹¹⁶ The WIC food packages must meet high nutritional standards, and studies have found that, after these nutritional requirements were strengthened in 2009, obesity rates among children in the program declined.^{117,118,119}

THE IMPACT OF WIC FOOD PACKAGE CHANGES

WIC provides its participants with an EBT card they can use at authorized grocery stores to purchase specific foods that meet the nutritional needs of eligible family members. These food packages include items such as milk, infant formula, eggs, bread, canned fish, and produce. There are seven different food packages based on a recipient's age, breastfeeding status, and health needs. In 2007, USDA revised these packages to better align them with the *Dietary Guidelines for Americans*, and states were required to implement these changes by August 2009. The changes added more fruits, vegetables, and whole grains to the packages, reduced the allowable fat levels in milk and infant formula, and eliminated juice from the infant food package.¹²⁰

In the decade prior to the food package changes (2000– 2010), the obesity rates among children ages 2 to 4 enrolled in the WIC program had been increasing.¹²¹ After the food packages were improved, obesity rates among these children declined.^{122,123} These improvements were statistically significant among all racial and ethnic groups studied.¹²⁴ Another study published in 2021 found that high weight-for-length rates among WIC-enrolled infants—a risk factor for obesity later in life—also declined following implementation of the food package improvements.¹²⁵

This fall, USDA is expected to release a revised food package that follows the National Academies of Sciences, Engineering, and Medicine's WIC food package recommendations and 2020-2025 Dietary Guidelines for Americans for infants, toddlers, pregnant women, and breastfeeding women.¹²⁶ The National WIC Association recommends a higher value of WIC benefits across food packages to help adult, infant, and child participants meet nutrition requirements of the Dietary Guidelines for Americans. The National WIC Association also suggest adding in flexibility to rules that are hard to follow and limit usefulness in certain circumstances and populations-for example, including frozen, canned, and dried fruits and vegetables in addition to fresh fruits and vegetables; allowing purchase of larger whole grain packages sizes (e.g., 24-ounce loaf of bread) that are more common and lower cost; and allowing substitutions to accommodate food allergies/sensitivities and religious practices.127

WIC has long promoted breastfeeding as a component of its nutrition education program, part of its mission to safeguard the health of women and children. Recognizing that WIC recipients have lower breastfeeding rates than the population as a whole, the Healthy, Hunger-Free Kids Act (HHFKA) of 2010 explicitly added breastfeeding promotion and support to WIC's mandate, expanded WIC's successful peer counselor program, and strengthened breastfeeding data collection requirements.^{128,129} Since then breastfeeding rates have improved among the WIC population: for example, breastfeeding initiation has increased from 63 percent in 2010 to 72 percent in 2020.130,131

For nearly a decade, the number of enrollees in WIC has declined. In FY 2021, 6.2 million Americans were in enrolled in WIC, the lowest level since the early 1990s.132 The lower enrollment stemmed mostly from challenges in retaining children in the program. In 2019, nearly all eligible infants participated in WIC, but less than one-quarter of eligible 4-year-olds participated.133 Surveys of participants showed that the barriers to receiving services and benefits are not always worth the limited value of benefits.134,135 Some technological advancements have been made in recent years, including replacing paper vouchers with electronic benefit transfer (EBT) cards.¹³⁶ Other aspects of the program, however, have not fully transitioned to the digital age. For example, online payments systems are not yet available, though development is underway.137,138

More recently, many temporary program flexibilities were successfully introduced during the pandemic—such as permitting participants to re-enroll without visiting a clinic.¹³⁹ One 2022 study found that WIC participants reported a high level of satisfaction with virtual visits and other remote services.¹⁴⁰ These flexibilities seem to be boosting child retention as well. While infant and adult participation declined in 2021—likely tied to a lower birth rate at the beginning of the COVID-19 pandemic—child participation increased by 9 percent between February 2020 and February 2021.^{141,142} Currently, the temporary flexibilities are slated to phase out in the 90 days after the end of the COVID-19 public health emergency, which was re-extended on July 15 through October 13, 2022.^{143,144}

The higher child retention, however, demonstrates not only the popularity but the necessity of continuing program flexibilities and further modernization efforts. In September 2021, a task forceconvened by USDA at the direction of Congress-urged USDA to modernize and streamline WIC in order to reduce barriers to participation, including the rule prohibiting online purchasing.145 Researchers have likewise argued that WIC needs to modernize to more effectively serve its participants and reduce childhood food insecurity.146 And, many public health advocates have recommended improving the program by making permanent many of the COVID-19 waivers and easing cross-enrollment with other federal programs by creating a common application portal.147

For FY 2022, Congress appropriated \$6 billion for the WIC program, including \$90 million for its breastfeeding peercounselor program and \$14 million for infrastructure, identical to its FY 2021 funding level.¹⁴⁸ The bill also includes \$834 million to maintain the produce "benefit bump"—which was instituted in 2021 as part of the American Rescue Plan, more than tripling the WIC fruit and vegetable benefit.¹⁴⁹ A recent multi-state survey of WIC participants unsurprisingly found that the bump resulted in increased fruit and vegetable intake among children in the program.¹⁵⁰

Child Nutrition Programs

Since 1946, the National School Lunch Program (NSLP) has provided healthy meals to America's schoolchildren. The \$15 billion NSLP-along with the School Breakfast Program, Special Milk Program, Child and Adult Care Food Program (CACFP), Summer Food Service Program (SFSP), Fresh Fruit and Vegetable Program, and Farm to School Grant Program-combine to form USDA's child nutrition programs, collectively the nation's second-largest nutrition-assistance program. These programs are federally funded, administered by USDA's Food and Nutrition Service and state agencies, and operate in public and private schools, daycare centers, after-school programs, and residential childcare centers.151

NSLP is the largest of the programs: it served 4.8 billion meals in FY 2019,152 while the School Breakfast Program served 2.4 billion.¹⁵³ Both programs serve nutritious meals to children in schools and residential childcare institutions at low or no cost.154,155 Schools that do not participate in either program, or who have half-day students, can participate in the Special Milk Program, which reimburses schools for the milk they serve.156 CACFP reimburses childcare centers, afterschool programs, and adult daycare centers for the cost of meals they serve.¹⁵⁷ The SFSP serves free healthy meals and snacks to schoolchildren in low-income communities during summer vacation.¹⁵⁸ The Fresh Fruit and Vegetable Program provides fresh fruits and vegetables as a healthy snack option for students,¹⁵⁹ while the Farm to School Grant Program helps improve access to local foods in eligible schools.¹⁶⁰

In the wake of COVID-19, USDA instituted a number of waivers to make it easier for the child nutrition programs to serve their recipients during the pandemic. Most of these waivers remained in place for the 2021– 2022 school year, including:

- Permitting meal service outside normal school hours;
- Allowing parents and guardians to pick up meals for their children;
- Allowing meal service in non-group settings to permit social distancing;
- Permitting meals to be served that do not meet the programs' nutritional requirements, including serving chocolate milk and fewer whole grains.¹⁶¹

Also in place through at least the summer of 2022 is the temporary

P-EBT federal program, which helped children during childcare and school closures by providing food benefits to their families via debit cards that could be used to purchase groceries.¹⁶² Prior to the pandemic, there was a similar EBT pilot program that operated in only a few states during the summer months. This broader program allows all states approved to offer P-EBT during the school year to continue the program during the summer, when there is traditionally a seasonal rise in food insecurity. If all states participated in the program in the summer of 2022, the Center on Budget and Policy Priorities estimated it could help feed more than 36 million children.¹⁶³

The FY 2022 appropriations bill provided \$26.9 billion for the child nutrition programs, including:

• \$14.7 billion for the NSLP;

- \$5.2 billion for the School Breakfast Program and \$6 million for program expansion;
- \$4.3 billion for CACFP;
- \$581.1 million for the SFSP and
 \$45 million for the Summer EBT demonstration project;
- \$12 million for Farm to School Grants and \$6 million for the Farm to School Tactical Team, which helps school districts and community partners implement the program; and
- \$6 million for the Special Milk Program.^{164,165}

The report accompanying the appropriations bill specifically noted that "the Summer Electronic Benefit Transfer (EBT) has proven to lower food insecurity among children" and encouraged USDA to expand the program.¹⁶⁶

THE IMPORTANCE OF HEALTHY SCHOOL MEALS TO STUDENTS

USDA's child nutrition programs ensure that millions of American children are eating healthy meals on a regular basis, lowering food insecurity for them and their families.¹⁶⁷ One study found that the National School Lunch Program alone reduces the risk of food insecurity by 14 percent.¹⁶⁸ Conversely, during the summer months, when children are not in school, food insecurity rises among families whose children participate in the NSLP¹⁶⁹ School meal programs also provide a consistent source of nutritious food. A 2021 study that analyzed the diets of more than 50,000 Americans found that meals served at schools were higher in nutritional quality than food from any other source and that school meals had improved significantly on this score between 2003–2004 and 2017–2018.¹⁷⁰ Another study published in 2019 found that participants in the school meal programs ate more nutritious lunches and breakfasts than their peers.¹⁷¹

In addition to providing nutritional benefits, school meals are also linked to healthier weight. One study found the School Breakfast Program to be associated with significantly lower BMI.¹⁷² Note that this study was conducted before the nutritional standards were strengthened in 2012. Two more recent studies found that

improving the standards reduced obesity risk for school meal participants. A study published in 2020 found that, due to the nutritional improvements required by the HHFKA, there were 500,000 fewer cases of obesity among children living in poverty in 2018.¹⁷³ Another study published in May 2022 found that, prior to the HHFKA, school lunches may have been contributing to rising obesity rates, as children participating in the program were more likely to have a high BMI. After the HHFKA strengthened the school meal nutritional standards, however, this difference disappeared.¹⁷⁴

As noted elsewhere in this report, during the pandemic, schools have been permitted to operate under temporary and more lenient nutritional standards than the HHFKA required. These temporary standards remained in effect through the end of the 2021–2022 school year.¹⁷⁵ New transitional standards— stronger than the temporary standards but weaker than the final HHFKA standards—will govern the program during school years 2022–2023 and 2023–2024,¹⁷⁶ as schools recover from the pandemic and USDA works on new, long-term standards. USDA anticipates new standards for the 2024–2025 school year.¹⁷⁷

Supplemental Nutrition Assistance Program

The Supplemental Nutrition Assistance Program (SNAP), formerly called "food stamps," is the nation's largest nutritionassistance effort. It helps feed more than 41 million low-income people every year by providing them funds on an EBT card that can be used to buy groceries.178 The federal government pays for SNAP benefits and shares the cost of administering the program with the states.¹⁷⁹ More than two-thirds of SNAP participants are in households with children; thus, the program plays a critical role in preventing food insecurity among young people and their families.180

During the pandemic, the SNAP program was temporarily made more flexible: the certification periods were extended, work-requirement time limits were suspended, and a pilot program that allows online purchasing with SNAP benefits was expanded.^{181,182,183} In addition, SNAP benefits were also temporarily increased: the maximum monthly benefit was raised by 15 percent (which ended on September 30, 2021) and additional emergency allotments were provided to families who did not qualify for the maximum benefit.^{184,185,186,187} As of August 2022, emergency allotments are still in effect in the 13 states that continue to have an ongoing state-level COVID-19 public health emergency declaration, although most are slated to expire soon.^{188,189} In 2021, USDA modernized the Thrifty Food Plan-which estimates the cost of a healthy diet and is used to calculate SNAP benefits-to better reflect current food costs and eating habits.¹⁹⁰ As a result, the average SNAP benefit increased by 21 percent beginning on October 1, 2021.¹⁹¹ Prior to these changes, a 2021 survey had revealed that 61 percent of SNAP recipients found the cost of nutritious foods a barrier to eating a healthy diet.¹⁹²

For 30 years, SNAP has also included an educational component called Supplemental Nutrition Assistance Program Education (SNAP-Ed), which funds nutrition and obesity-prevention programming for SNAP recipients. Just a few of SNAP-Ed's accomplishments in the last few years include:

- Establishing 28 school and community gardens in Alabama;¹⁹³
- Encouraging West Virginia children to try new fruit and vegetables purchased with coupons at farmers markets;¹⁹⁴ and
- Getting Iowa children moving by incorporating physical activity and yoga into their before-school program.¹⁹⁵

The FY 2022 appropriations bill funded SNAP at \$140.4 billion, including \$464 million for SNAP-Ed.^{196,197} This funding level is expected to fully fund FY 2022 participation, including emergency allotments.¹⁹⁸

KEY PROVISIONS OF FARM BILL 2023

Every five years, Congress must pass a comprehensive Farm Bill to authorize a host of agriculture and food programs, including SNAP. Nutrition programs make up more than three-quarters of the bill's cost, with SNAP accounting for the vast majority.¹⁹⁹

The current Farm Bill expires in 2023, and work on the next bill has already begun, with both House and Senate committees of jurisdiction holding hearings in early 2022.²⁰⁰ The 2018 debate included contested deliberations over SNAP's work requirements,^{201,202} and those are likely to resume in 2023, along with discussions about whether benefits should return to pre-pandemic levels.

Other federal nutrition programs authorized by the Farm Bill include:

• Food Distribution Program on Indian Reservations;

- The Emergency Food Assistance Program;
- Commodity Supplemental Food Program;
- Senior Farmers' Market Nutrition Program; and
- Gus Schumacher Nutrition Incentive Program.²⁰³

While the bill also includes some food distribution in schools, the major child nutrition programs are authorized elsewhere.²⁰⁴

The Farm Bill also includes subsidies for certain crops (primarily grains) that some argue have contributed to the obesity crisis.^{205,206} To help subsidize healthy foods, public health experts have proposed adding fruits and vegetables to the commodity crop program in the new Farm Bill, as well as including other supports for fruit and vegetable farmers.²⁰⁷

Nutrition Incentive Programs

The Gus Schumacher Nutrition Incentive Program (GusNIP) is a competitive grant program that funds projects that encourage SNAP recipients to eat healthier by purchasing more fruits and vegetables.²⁰⁸ Created by the 2018 Farm Bill, GusNIP is the successor to the Food Insecurity Nutrition Incentive grant program and is administered collaboratively by USDA's Food and Nutrition Service and National Institute of Food and Agriculture.^{209,210} For FY 2022, GusNIP has available:

• \$33.9 million for nutrition incentive grants, which support point-of-

purchase incentives, such as "buy one, get one free"; and

 \$4.9 million for produce prescription grants, which fund programs where healthcare providers write "prescriptions" for fruits and vegetables that can be redeemed for fresh produce.²¹¹

Nonprofit organizations and government agencies can apply for these grants. Part of GusNIP's purpose is to bring together various stakeholders in local food and healthcare systems, and USDA encourages applicants to work collaboratively on their projects.²¹²

Childcare and Education Settings: Head Start, Early Childhood Education State Requirements, K–12 Local Wellness Programs, and Smart Snacks

Head Start

Head Start helps prepare preschoolaged children from low-income families to succeed in school by providing educational, health, and social services to them and their families. It includes Early Head Start, which serves infants and toddlers. The Administration for Children and Families, an agency within the U.S. Department of Health and Human Services (HHS), manages the program on the federal level and provides oversight to local agencies.²¹³ The program served more than 850,000 children in 2020.214 In 2022, HHS made it easier for families to access the program by announcing that children in SNAP-eligible families would be automatically eligible for Head Start.²¹⁵

Head Start programs provide healthy food to their participants via either CACFP or the NSLP.²¹⁶ The program also supports breastfeeding and provides free formula to families.²¹⁷ Since 2016, federal standards have required the program to actively engage in obesity prevention both in the classroom and through its familypartnership process.²¹⁸

Children who participate in Head Start are healthier than their peers on a number of scores, and one study found that children who entered Head Start with an unhealthy weight status were significantly more likely to have a healthier BMI when they started kindergarten than a comparison group.^{219,220} In addition, a 2019 study of predominantly Black and Latino Head Start students in Harlem found that the 4-year-olds significantly improved their knowledge and attitude of a healthy lifestyle after learning about a healthy diet and physical activity in Head Start.221

Congress appropriated \$11 billion for Head Start in FY 2022, a slight increase over the FY 2021 level of \$10.7 billion.²²²



Early Childhood Education State Requirements

The Child Care and Development Fund is a block-grant program that assists low-income families with the cost of high-quality childcare. It is funded by the federal government and administered by the states.²²³ To receive federal funding, child-care providers must meet state-mandated early childhood education health and safety requirements, which often include nutrition and physicalactivity benchmarks.²²⁴

Congress appropriated \$6.2 billion for the Child Care and Development Block Grant for FY2022, a slight increase over the FY 2021 funding level of \$5.9 billion.²²⁵

K-12 Local Wellness Programs

The federal government requires every school district that participates in a federal child nutrition program to develop and implement a local school wellness policy that promotes the health of students and addresses childhood obesity.²²⁶ These policies are required to:

• Establish nutrition-education, nutrition-promotion, and physicalactivity goals;

- Include nutrition guidelines for all foods and beverages available on campus; and
- Limit food marketing to those products that meet the Smart Snacks in Schools nutrition standards.²²⁷

A review of school-district wellness policies during the 2014–2015 school year, however, found that only 57 percent of policies included all federally required topics.²²⁸

School districts are required to assess their local wellness policies every three years;²²⁹ however, the most recent due date fell in June 2020, during the height of the pandemic, so USDA extended the deadline until June 30, 2022.²³⁰

Smart Snacks

All food sold at schools—including food sold in vending machines, at school stores, and at school fundraisers—must meet the Smart Snacks federal nutrition standards, which are similar to the child nutrition program requirements. Snacks sold after school hours, food intended to be eaten off school property, or food provided for free—for example, cupcakes brought in for a student's birthday—do not have to comply. States can also exempt infrequent school fundraisers from the standards.²³¹

Centers for Disease Control and Prevention Childhood Obesity Research, Data, and Education Programs

Childhood Obesity Research Demonstration program

The Childhood Obesity Research Demonstration (CORD) project, now in its third grant cycle, which lasts through 2024, focuses on adapting, testing, and packaging effective programs for prevention and treatment of obesity among children from low-income families. Building on lessons from its first two cycles, CORD 3.0 research teams are implementing their programs in multiple settings, with a focus on sustainability, cost-effectiveness, and social determinants of health, and producing consumerfriendly intervention materials that can be used by health systems, community health centers, other healthcare providers and community organizations that serve lowincome families.232

COMMIT!

The Childhood Overweight and Obesity Management Models in Teams (COMMIT!) is a joint project of the Centers for Disease Control and Prevention (CDC) and the National Association of Community Health Centers to improve evidence-based care quality in community health centers. COMMIT engages state primary care associations and Federally Qualified Health Centers to implement highquality childhood growth-related health services and family healthy-weight programs that meet national guidelines and recommendations. Along with CORD, COMMIT! is part of CDC's effort to adapt proven obesity-prevention programs for low-income communities.233

Clinical-Community Data Initiative

CDC leads the Clinical-Community Data Initiative (CODI), which collects critical data about obesity-prevention programs and how well they work in clinical and community settings. Using innovative information-technology tools, the effort links the individual health records of children across various systems that collect data-such as healthcare systems, insurers, and the U.S. Census-thereby improving research and evaluation capabilities. The information includes clinical health outcomes, weight-management intervention results, and individual and community demographic information. To protect patient privacy, CODI uses technology that encodes personally identifiable information before it leaves an individual organization's firewall. Between 2018 and 2021, CODI was pilot-tested in Denver. In 2020, it expanded to North Carolina's Research Triangle area, and starting in 2021, the initiative broadened to also assess social determinants of health, chronic diseases, and the effects of COVID-19.234

CDC Early Childhood Education Programs

Because most young children are cared for outside of the home and many lifelong eating habits develop in early childhood, early childhood education (ECE) settings are critical for obesity prevention. CDC has developed a number of tools to help ECE providers and the states who license them to embed obesity



prevention into their standards and programs. For example, CDC promotes 47 high-impact standards, which are a subset of standards from "Caring for our Children's Special Collection, Preventing Childhood Obesity."235 These standards were identified as most likely to prevent childhood obesity when embedded in the policies and practices of ECE programs. Examples include encouraging breastfeeding, serving whole grains and other healthy foods, limiting screen time, and providing adequate space for both indoor and outdoor play. CDC publishes a scorecard that assesses how well each state addresses obesity prevention in its ECElicensing standards.236 Its most recent scorecard was published in 2020. The

average score states earned was a 64, with the majority of states improving their scores since 2010.²³⁷

CDC works across centers and agencies to provide additional support to ECE locations. For example, the State Physical Activity and Nutrition program helps integrate nutrition and physical activity standards into early childhood education systems.

In coordination with USDA's Office of Community Food Systems, CDC also supports Farm-to-ECE programs, which introduce children to fresh, local produce and the outdoors while encouraging healthy eating habits. For FY 2022, Congress appropriated \$2 million for this initiative.²³⁸

Q&A with Dr. Hilary Seligman: Improving Americans' Nutrition Security Requires Legislative Action



Hilary Seligman, M.D., MAS, is a professor at the University of California, San Francisco, with appointments in the Departments of Medicine, Epidemiology, and Biostatistics. Her research and advocacy work focuses on food insecurity, its health implications, and the needed policy responses.

TFAH: Food insecurity is obviously a serious problem in the United States. Can you also talk about the issue of nutrition insecurity and the relationship between the two?

Dr. Seligman: First, it's important to recognize that the food-security construct always considered access to nutrition, not just calories. But, the sector's new focus on nutrition security has helped emphasize the importance of providing not just food but food that meets people's health and nutrition needs. The construct of nutrition security is also strongly related to issues of equity and the massive burden of early mortality in our country that is related to poor diets.

TFAH: Can food banks and charitable food networks address hunger and improve nutrition?

Dr. Seligman: Yes, of course they can, and they must. The charitable food system as a whole has made massive investment and progress in this area over the last decade. What I do want to call attention to though is that the same forces that make it difficult for individuals to afford and prepare healthy food make it difficult for the charitable food system to distribute healthy food. Healthy alternatives almost always cost more, they are often perishable, and they often require more preparation time which can be costly to provide.

So, although there has been strong investment and tremendous progress at the system level, there is still a lot to be done. It will always be cheaper to distribute a box of mac and cheese than it will be to distribute a peach.

TFAH: You've been a leader in grassroots anti-hunger programs in the San Francisco area, programs like EatSF, a healthy food voucher program. Are these programs making a difference in food insecurity for San Francisco families and children?

Dr. Seligman: EatSF is one of a rapidly growing ecosystem of state and local food voucher programs and produce prescription programs in the U.S. These programs have functioned as a way for local leaders and health systems to say: *We see we have this critical problem of nutrition insecurity in our community, this is not acceptable in the richest county in the U.S., and we are going to do something about it.* I think that is amazing, and I am privileged to be a part of that movement. But, let's be honest, the nutrition security problem in the U.S. is not going to be solved by small local programs. We need a systems-based approach. We need better policies to address nutrition security, and we need to rectify the way in which our current policies work better for white people than they do for people who are not white.

TFAH: Can you say more about that? How does current policy work better for white people than for people of color?

Dr. Seligman: SNAP program policies are a good example. In order for ablebodied adults to receive SNAP benefits they have to be working. For a myriad of reasons, Black people are less likely to be able to secure employment. They are therefore less likely to be able to meet the work requirements that would allow them to enroll in SNAP, even if they are food insecure.

TFAH: You direct the National Clinician Scholars Program at the UCSF School of Medicine. The goal of the program is to train clinicians to be change-agents in order to improve their patients' health. Are clinicians and the healthcare system doing enough to address the social determinants of health? Are they well-prepared to treat their patients who have obesity?

Dr. Seligman: Traditionally, healthcare in the U.S. has focused on treating, not preventing, disease in individuals. The evidence is very clear that this is the worst way to approach obesity: first to do it at the treatment stage (when obesity has already developed, rather than to prevent the onset of obesity) and second to do it by attempting to change people's behaviors, rather than changing the environments that resulted in the onset of obesity to begin with. So, although I hate that we need to be having this discussion at all, we do. We do because the U.S. has completely failed at prevention efforts and at policy and environmental approaches to obesity prevention for decades.

So now, what needs to be done? Obesity and poor diets are the biggest drivers of healthcare costs in the countryso the healthcare system has to get involved (whether it is traditionally in their wheelhouse or not), and the best way to do this is by addressing social determinants of health and food environments. It is not a comfortable fit for the healthcare system, but there really is no other choice. And because it is not a comfortable fit and requires a new way of thinking about healthcare and new kinds of engagement and policy change, we have to nurture the next generation of healthcare leaders to be able to tackle these really complicated problems.

TFAH: What are the links between public policy and obesity? What policy actions or changes would you like to see enacted?

Dr. Seligman: Oh, there are so many of them-dozens if not more are being discussed as potential approaches for the next Farm Bill. At the federal level alone, there are policy levers that Congress, USDA, and the FDA have authority over that could help reverse obesity trends. Let's start with an enormous one: SNAP. Early in my career I worked on health literacy, and I was always challenged by the lack of existing infrastructure to reach people with effective health literacy interventions. Food insecurity is not like that. SNAP works. It reaches almost 50 million people in the U.S. annually. It is available in every county nationwide. It helps families to afford more nutritious food. So, we have the tools, we have the evidence, and we have the infrastructure to solve food

insecurity in the U.S. What we lack is the political will. We need to expand SNAP eligibility to all the people who aren't receiving the food they need but who are not currently eligible for benefits, and we need to raise benefit rates to allow for the purchase of healthy food. If these changes are made, it is very clear to me that they will have a substantial impact on obesity rates and on public health.

TFAH: There have been a number of waivers in federal food programs like SNAP, WIC, and school meals, during the COVID-19 pandemic to better reach individuals and families during the public health emergency. Are there any lessons we can learn from these policy changes?

Dr. Seligman: Yes! The predominant lesson is: these programs work. Food insecurity rates did not increase nearly as much as anticipated during the pandemic, although there were certainly vast disparities in how the pandemic impacted different communities. Why didn't rates of food insecurity rise as much as anticipated? Because we had the will to do the things we knew-based on a tremendous amount of evidencewould make a difference. When we make it easier for people to enroll in SNAP, more people have access to benefits and food insecurity falls. When we provide money on debit cards to replace the meals not being served in schools, food insecurity falls. When stimulus checks were sent to people across the U.S. in response to the pandemic, low-income households reported that food was the first or second most covered item from the stimulus money.

The really optimistic lesson is that we know how to address hunger, nutrition security, and obesity prevention through good public policy. Now we just have to keep these programs in place as interest in the pandemic wanes.

The State of Obesity

Obesity-Related Data and Trends

TRENDS IN ADULT OBESITY (BMI >30)

The National Health and Nutrition Examination Survey (NHANES) conducts in-person exams to determine participants' height, weight, as well as other physical measures. The COVID–19 pandemic disrupted the 2019–2020 collection processes, so the latest data available is combination of data from the 2017–2018 and 2019–2020 surveys. The Behavioral Risk Factor Surveillance System (BRFSS) polls individuals about their health via telephone and was able to continue through the pandemic, including recently released 2021 data. Both NHANES and BRFSS show long-term trends of rising obesity rates among adults. The latest NHANES data shows the adult obesity rate passing 40 percent nationally.^{239,240,241,242,243} This subsection provides the most recent data available on adult obesity levels by state and by demographics.

DATA SOURCES FOR ADULT OBESITY MEASURES

- The National Health and Nutrition Examination Survey is the source for the national obesity data in this report. As a survey, NHANES has two main advantages: (1) it examines a nationally representative sample of Americans ages 2 years and older; and (2) it combines interviews with physical examinations. The downsides of the survey include a time delay from collection to reporting and a small survey size (approximately 5,000 interviews) that is not designed to be used for state or local data.²⁴⁴
- 2. The Behavioral Risk Factor Surveillance System is the source for state-level adult obesity data in this report. As a survey, BRFSS has three major advantages: (1) it is the largest ongoing telephone health survey in the world (approximately 450,000 interviews per year); (2) each state survey is representative of the population of that state; and (3) the survey is conducted annually, so new obesity data are available each year.²⁴⁵ The limitations of the survey includes use of self-reported weight and height, which result in underestimates of obesity rates due to people's tendency to over-report their height and under-report their weight. Also, the sample sizes in some states are too small to be useful for providing estimates about racial and ethnic groups.

i. State Obesity Rates

State-level obesity rates vary considerably, from a low of 24.7 percent in the District of Columbia to a high of 40.6 percent in West Virginia, according to TFAH's analysis of 2021 BRFSS data. Other key findings from the recently released data include:

- In 2021, the adult obesity rate was at or above 35 percent in 19 states. Nebraska, North Carolina, and South Dakota had adult obesity rates above 35 percent for the first time in 2021.²⁴⁶
- In comparison, no state had an adult obesity rate higher than 15 percent in 1985; in 1991, no state was over 20 percent; in 2000, no state was over 25 percent; and, in 2006, only Mississippi and West Virginia were above 30 percent.²⁴⁷
- Between 2020 and 2021, 17 states had statistically significant increases in their obesity rate. This is a change from recent years: between 2019 and 2020, three states had statistically significant increases in their adult obesity rate and between 2018 and 2019, two states had statistically significant increases.²⁴⁸
- In the prior five years (2016–2021), more than half of states (29) had statistically significant increases in their increases in their obesity rate.

For additional state-level data from BRFSS, see the charts on pages 28-30.



Percent Change in Adult Obesity Rates by State, 2016-2021

50 States with Adult Obesity Rates 30 Percent or Higher States with Adult Obesity Rates 30–35 Percent 41 States with Adult Obesity Over 35% 40 19 36 35 16 12 31 30 29 9 25 25 7 22 5 20 19 23 22 22 22 20 20 21 19 17 10 13 12 0 2011 2012 2013 2014 2015 2016 2017 2018 2019 2020 2021

Number of States with Adult Obesity Rates Above 30 Percent, 2011-2021



WHY ARE REPORTED NATIONAL OBESITY RATES HIGHER THAN STATE-BY-STATE RATES?

How is it that only 19 states have adult obesity rates exceeding 35 percent, yet the national obesity rate is 41.9 percent? It's because the two rates are from separate surveys with different methodologies and were conducted in different years. State obesity rates are from the BRFSS, which collects self-reported height and weight. Research has demonstrated that people tend to overestimate their height and underestimate their weight. In fact, one study found that, due to this phenomenon, the BRFSS may underestimate obesity rates by nearly 10 percent.²⁴⁹ NHANES, from which the national obesity rate is derived, calculates its obesity rate based on measurements obtained at respondents' physical examinations. Accordingly, the higher rates found by NHANES are a more accurate reflection of obesity in the United States.²⁵⁰



Percent of U.S. Adults With Obesity by Select Demographics, 2017–2020

ii. Demographic Trends

Obesity levels vary substantially by race/ethnicity as well as by income, education, geography, and education, all of which are inexorably linked with the social, economic, and environmental conditions. For more background on structural factors driving these disparities, see Obesity-Related Policies and Programs section (pages 35-51).

- Race/ethnicity: Racial/ethnic disparities in obesity rates are stark.
 - According to 2017–2020 NHANES data, Black Americans had the highest rate of obesity (49.9 percent) for adults ages 20 and higher, followed by Latino (45.6 percent), white (41.4 percent), and Asian (16.1 percent) adults.
 - More than half—57.9 percent of Black women had obesity. That is the highest sex and race/ ethnicity combination included in NHANES—and an 18 percentage points difference compared with white women (39.6 percent). In contrast, Black men had an obesity rate of 40.4 percent, which

is slightly lower than white men (43.1 percent).²⁵¹

- Asian adults overall had much lower rates of obesity than any other race/ ethnicity reported in NAHNES. Other studies have shown variation on obesity rates among different ethnicities and national origins within the population. For example, the 2020 National Health Interview Study found that Native Hawaiian and Other Pacific Islander adults ages 18 and older had self-reported obesity rates of 45.8 percent and Pacific Islander adults had obesity rates of 44.5 percent while Asian adults had an obesity rate of 10.2 (and whites had a 32.3 percent obesity rate).²⁵²
- There is also evidence suggesting that Asian people should have lower BMI cutoffs for overweight and obesity measures than other races and ethnicities, because they have higher health risks at lower BMIs. This includes a higher risk for type 2 diabetes and other metabolic diseases at lower BMIs. Since a

high BMI is a factor in determining whether to test for diabetes, fewer Asian individuals are tested and diagnosed by healthcare providers.²⁵³ An estimated 40 percent of Asian people with diabetes have not been diagnosed, which is much higher than the overall population.²⁵⁴

• It is also important to note that many national surveys, including NHANES, do not report data on health measures for American Indians and Alaska Natives (AI/ AN). The surveys that do exist do not gather or present findings by Tribal Nations. Available data shows that the AI/AN population has high rates of obesity. The 2020 National Health Interview Survey, which is based on self-reported height and weight, finds 41.7 percent of AI/AN adults had obesity, which is slightly lower than Black adults in that survey (44.5 percent) and substantially higher than white adults (32.3 percent).²⁵⁵ This gap highlights the need for equitable data collection for populations of smaller sizes.

- Income and education: Obesity rates were lower among adults living in higher-income households and adults with college degrees.
 - In 2017-2020, 43.9 percent of adults living in household with incomes below 130 percent of the federal poverty level (FPL) had obesity, 46.5 percent of adults in households at 130-350 percent of FPL had obesity, and 39 percent of adults in households above 350 percent FPL had obesity. (In 2022, FPL was an annual income of \$13,590 for an individual and \$27,750 for a family of four.²⁵⁶) The trends varied by sex, with men in the below 130 percent FPL income category having slightly lower obesity rates (38.6 percent) than men in the middle income (43.9 percent) and higher income (42.4 percent) categories. For women, the data shows obesity rates in the lower income category at 47.9 percent, middle income category at 48.8 percent, and higher income category at 35.1 percent.
- In 2017–2020, 40.1 percent of adults with less than a high school education had obesity compared with 46.4 percent of adults a high school diploma and 34.1 percent of college graduates. ²⁵⁷
- Rural/urban: Rural areas and counties have higher rates of obesity and severe obesity.
 - According to 2016 BRFSS data, adult obesity rates were 19 percent higher in rural regions than they were in metro areas. More than one-third (34.2 percent) of adults in rural areas had self-reported obesity compared with 28.7 percent of metro adults.).²⁵⁸
 - Similarly, a CDC analysis of NHANES data found that adults (ages 20 and older) who lived in the most urban areas of the country (large "metropolitan statistical areas") had the lowest obesity rates in 2013–2016.²⁵⁹

Adult Obesity Rates and Related Health Indicators, 2021										
	Obesity		Overweight &	Obesity	Diabetes		Physical Inac	tivity	Hypertensio	on
States	Percent of Adults With Obesity	Rank	Percent of Adults With Obesity or Were Overweight	Rank	Percent of Adults with Diabetes	Rank	Percent of Adults Who Were Physically Inactive	Rank	Percent of Adults with Hypertension	Rank
Alabama	39.9	3	71.8	6	15.2	3	31*	1	43.1	3
Alaska	33.5	28	67.6	30	8.5	45-T	19.7	43	30.3	41
Arizona	31.3 +/-1.3	35-T	67.9+/-1.3	29	11.2+/-0.9	23-T	21.8+/-1.2	31	31.2	32-T
Arkansas	38.7 +/-2.1	6	70.4*+/-2	14	12.2+/-1.1	13	30.4+/-1.9	3	40.7+/-2	4
California	27.6**	46	63.9	44	11.6*	18-T	19.5	44	28.2	48
Colorado	25.1	48	60.6	48	7.0	50	15.6	49	26.3	50
Connecticut	30.4	39-T	65.7	39	10.9*	27	21.6*	32	31.5	31
Delaware	33.9	25-T	68.8	21	11.9	15	26.1	10	36.4	11
D.C.	24.7 +/-2.2	50	55.4+/-2.5	50	8+/-1.2	48-T	15.4+/-1.8	50	28.5+/-2.1	47
Florida	n/a		n/a	-	n/a	-	n/a		n/a	
Georgia	33.9	25-T	68.0	28	12.6	10-T	23.5	22	37.4	10
Hawaii	25.0	49	60.3	49	9.7**	35	20.1	38-T	29.9	43
Idaho	31.6 +/-1.4	34	67.5+/-1.5	31	9.6+/-0.8	36-T	20+/-1.2	40	30.5+/-1.3	39
Illinois	34.2	23-T	68.7	22	10.8	28	27.3	9	30.4	40
Indiana	36.3 +/-1.2	12	69.6+/-1.2	18	12+/-0.8	14	25.3+/-1.1	13	34.8+/-1.2	17
lowa	36.4	11	70.7	11	9.9	33	23.8	21	31.9	28
Kansas	36.0	15-T	70.5	12-T	11.1	25	23.4*	23-T	34.6	18
Kentuckv	40.3* +/-0	2	72.3	3	13.9	5	30.2	4	40.3	5
Louisiana	38.6	7	71.0	9-T	13.4	7-T	29.0	6	40.2	6
Maine	31.9 +/-1.3	32	65.9+/-1.4	38	10.6+/-0.8	29	25.8*+/-1.2	11-T	34.1+/-1.3	21-T
Maryland	34.3*	22	68.2	26	11.2	23-T	20.7	34	35.2	15-T
Massachusetts	27.4*	47	61.2	46	8.9	40	20.5	36	30.8	38
Michigan	34.4	21	68.5	24-T	11**	26	23.1*	25	35.6	13
Minnesota	32.4* +/-0.9	30	67.2+/-1	33	8.8+/-0.5	41	19.8*+/-0.8	41-T	29.6+/-0.9	45
Mississippi	39.1	5	72.7	2	15.3	2	30.6	2	44.1	1
Missouri	37.3* +/-1.4	10	69.2+/-1.3	19	11.4+/-0.8	21-T	24.7+/-1.2	16	35.2+/-1.3	15-T
Montana	31.8* +/-1.5	33	66.7*+/-1.6	34	8.5+/-0.8	45-T	20.6*+/-1.3	35	30.9+/-1.4	37
Nebraska	35.9*	17	71.0	9-T	9.8	34	23.4*	23-T	32.5	27
Nevada	31.3 +/-2.7	35-T	67.4+/-2.7	32	11.6+/-1.7	18-T	22.7+/-2.4	27	32.9+/-2.6	26
New Hampshire	30.6 +/-1.7	38	66+/-1.8	37	8.7+/-0.9	42-T	19.8+/-1.5	41-T	31.1+/-1.6	34-T
New Jersey	28.2	45	65.6	40	10.5	30-T	22.8	26	31.8	29
New Mexico	34.6*	20	70.0	16	13.4	7-T	22.5	29	33.2	25
New York	29.1*	42	63.6	45	11.7*	16-T	25.0	14	31.1	34-T
North Carolina	36*	15-T	68.6	23	12.6	10-T	21.3	33	35.4	14
North Dakota	35.2 +/-1.7	18	70.1+/-1.7	15	9.5+/-0.9	38	24.8+/-1.5	15	31.2+/-1.5	32-T
Ohio	37.7*	9	71.1*	8	12.6	10-T	25.8*	11-T	36.0	12
Oklahoma	39.4* +/-1.8	4	71.9*+/-1.6	5	12.8+/-1.1	9	27.6+/-1.6	8	39.6+/-1.7	7
Oregon	30.4* +/-1.5	39-T	65.1+/-1.6	41	9.6+/-1	36-T	19.1+/-1.4	45	31.1+/-1.5	34-T
Pennsylvania	33.3	29	66.3	35-T	11.4	21-T	23.9	19-T	34.1	21-T
Rhode Island	30.1 +/-1.7	41	66.3+/-1.8	35-T	10.3+/-1.1	32	23.9+/-1.6	19-T	33.4+/-1.7	23
South Carolina	36.1	13- T	70.5	12-T	13.8	6	24.5	18	37.9	9
South Dakota	38.4* +/-2.9	8	72.2+/-2.5	4	10.5*+/-1.6	30-T	22.4+/-2.3	30	34.2+/-2.7	20
Tennessee	35.0	19	71.6	7	14.3	4	28.5*	7	38.1	8
Texas	36.1	13-T	69.8	17	11.6	18-T	24.6	17	33.3	24
Utah	30.9*	37	64.2*	42	8.0	48-T	16.3*	48	26.9	49
Vermont	29* +/-1.7	43	61.1+/-1.9	47	8.2+/-0.9	47	17.1+/-1.5	46	29.5+/-1.6	46
Virginia	34.2*	23-T	68.1	27	11.7	16-T	20.3	37	34.5	19
Washington	28.8	44	64.2	43	8.7	42-T	17.0	47	30.2	42
West Virginia	40.6 +/-1.5	1	73.5*+/-1.4	1	15.9+/-1	1	30.1+/-1.4	5	43.7+/-1.5	2
Wisconsin	33.9	25-T	68.5	24-T	9.0	39	20.1	38-T	31.6	30
Wyoming	32 +/-2.1	31	69+/-2.1	20	8.7+/-1.1	42-T	22.6+/-1.9	28	29.8+/-1.9	44

SOURCE: TFAH analysis of Behavioral Risk Factor Surveillance System data

For rankings, 1 = Highest Rate, and 51 = Lowest Rate; T = Tie. Red and * indicate state rates that significantly increased between 2020 and 2021; Green and ** indicate state rates that significantly decreased between 2020 and 2021; Bold indicates state rates that significantly increased between 2016 and 2021. Hypertension data is collected bi-annually; this data is from 2021. Data from Florida was not available for 2021.

Adult Obesity Rates by Race/Ethnicity and Sex, 2021											
	American Indian/ Native*	Alaska	Asian*		Black*		Latino*		White*		
States	Percent of AI/AN Adults With Obesity	Rank	Percent of Asian Adults With Obesity	Rank	Percent of Black Adults With Obesity	Rank	Percent of Latino Adults With Obesity	Rank	Percent of White Adults With Obesity	Rank	
Alabama	39.6	21	n/a		48.1+/-2.1	3	37.9	10	35.2+/-1.2	9	
Alaska	37.5	25	22.9	3	43.7	15	37.7	11	29.7+/-1.5	33-T	
Arizona	50.5	3	14.4	14	38.9	31	36.5	17	27.9+/-1	40	
Arkansas	30.3	40	n/a	-	47+/-3.8	5	33.7+-/6.1	36	36.7+/-1.2	3	
California	31.1	37-T	10+/-1.9	30	40.6+/-4.4	26	37+/-1.6	14	25.6+/-1.2	44	
Colorado	31.3	36	6.9	36-T	30.9	41	31.4	44-T	22.6+/-0.7	47	
Connecticut	40.6	19	12.5	19	42.9	16	35.5	26	27.5+/-1	41-T	
Delaware	49.3	5	15.1	13	42.6+/-3.4	19	36.3+/-4.7	18	33.1+/-1.5	18	
D.C.	n/a		6.9+/-3.9	36-T	38.7+/-2.2	32	26.3+/-4.8	48	11.4+/-1.3	49	
Florida	n/a		n/a	-	n/a		n/a		n/a	-	
Georgia	35.2	31	12.6	18	41.2+/-2.2	25	36.1	19-T	31+/-1.2	27-T	
Hawaii	n/a		16.1	11	30.2	42	32.0	41	20.2+/-1.3	48	
Idaho	41.1	18	n/a	_	44.5	12	34.5	30	30.2+/-1	31	
Illinois	30.6	39	12.3	21	39.5	29-T	38.3+/-4.1	9	31.9+/-1.3	22	
Indiana	38.4	24	6.9	36-T	42.1	22	41.0	4-T	35.7+/-0.8	6-T	
lowa	40.0	20	10.6	28	44.0	13	36.0	21	35 9+/-0 7	5	
Kansas	43.0	12	9.9	31-T	42.4	21	39.0	7	35 1+/-0 7	10	
Kentucky	30.0	41	0.0 n/a	-	44.7	11	35.6	25	37 6+/-1 1	2	
Louisiana	/1 2	17	18.6	7	11.0	9	33.0	25	3/ 6+/-1 2	12	
Maine	20.8	12	10.0 n/a	-	29.2	46	31.4	77-T	31.7+/-0.8	23	
Maryland	23.0	42 25	1/ a	17	23.2 A1 7	40	22 81/26	97 T	31.7 + 70.8	23 22 T	
Magaaabuqatta	31.9+/-0.0	47	11.0	27	41.7	24	32.07/2.0	40	29.1+/-0.8	46	
Michigan	22.0	20	0.2	21	42.5	39	32.57/-5.0	40	21.4+/-0.9	40 12 T	
Minnoooto	47.01/5.6	52	9.2	54	42.0	20	43.2	2	34.5+/-0.9	13-1	
Minnesola	47.2+/-5.0	0 27 T	19.5	0		51	34.2	52	31.1+/-0.0	20	
Mississippi	31.1	37-1	26.9	1	47.1+/8	4	40.0	6	35.7+/-1.3	6-1	
Mastara	36.0	29	12.0	22-1	41.8	23	37.2	12	34.8+/-0.9	11	
Nontana	42.5	14-1	n/a	-	n/a	-	35.1	21	28.6+/-0.9	38-1	
Nebraska	45.8	9	11.9	24	39.9	28	36.6	10	34.5	13-1	
Nevada	49.4	4	13.9+/-0.2	CL	33.8+/-5.4	40	34+/-3.3	33-1	30+/-1.8	32	
New Hampshire	33.3	33	11.6	25-1	30.1	43	32.8	37-1	31+/-1	27-1	
New Jersey	n/a		n/a	-	n/a	- 00 T	n/a	-	n/a		
New Mexico	46.7	1	16.5	10	39.5	29-1	35.9+/-1.7	22	25.5+/-1.3	45	
New York	25.9	46	11.6	25-1	36.1	35	31.0	47	26.9	43	
North Carolina	37.5	26	18.8	6	48.8	2	31.7	43	31+/-1.2	27-1	
North Dakota	54+/-5.6	1	23.4+/-10.5	2	25.2	48	36.8	15	33.9+/-1.1	16	
Ohio	36.9	27	12.0	22-1	42.7	18	37.1	13	35.4+/-0.8	8	
Oklahoma	43.9	10	18.1	8	43.9+/-4.2	14	38.6	8	36.3+/-1.1	4	
Oregon	36.6+/-9.1	28	16.6+/-5.6	9	29.8	44	36.1+/-3.2	19-1	28.6+/-0.9	38-1	
Pennsylvania	53.6	2	8.4	35	42.8	17	32.7	39	32.2+/-1	21	
Rhode Island	38.5	23	9.5	33	37.8	34	35.7	24	29.1+/-1.2	36	
South Carolina	43.0	13	20.6	4	45.2+/-2.3	8	31.1	46	32.7+/-1.1	19	
South Dakota	46.4	8	n/a	-	34.0	38	45.2	1	33.5+/-1.6	17	
Tennessee	29.7	43	n/a	-	45.8	6	34.9	28	34+/-1.2	15	
Texas	26.3	45	13.2	16	40.5	27	41.0	4-T	31.6+/-1.3	24-T	
Utah	41.5	16	10.3	29	28.9	47	34.6	29	29+/-0.7	37	
Vermont	32.9	34	n/a	-	38.4	33	22.9	49	27.5+/-1	41-T	
Virginia	28.1	44	12.4	20	44.8	10	31.9	42	31.6+/-0.9	24-T	
Washington	42.5	14-T	9.9	31-T	35.4	36	34.4	31	29.3+/-0.7	35	
West Virginia	38.7	22	n/a	-	45.4+/-6.8	7	42.9+/-9.1	3	39.7+/-1	1	
Wisconsin	43.8	11	15.9	12	51.8	1	35.8	23	32.5	20	
Wyoming	35.5	30	n/a	-	29.3+/-16.1	45	34+/-5.1	33-T	30.5+/-1.2	30	

SOURCE: TFAH analysis of Behavioral Risk Factor Surveillance System data

NOTE: For rankings, 1 = Highest Rate, and 51 = Lowest Rate; T= Tie.

* For race/ethnicity data, three years of data are needed for sufficient sample size; 2019–2021 data were used here. Some data are not available due to an insufficient sample size. Because data from one year are not available for New Jersey and Texas, race/ethnicty data is not available for the two states.

Adult Obesity Rates by Age, 2021												
	Male		Female		Ages 18-24		Ages 25-44		Ages 45-64		Ages 65+	
States	Percent of Men With Obesity	Rank	Percent of Women With Obesity	Rank	Percent With Obesity	Rank						
Alabama	38.0	6	41.6	2	25.4	10	46.2	1	45.3	6	30.9+/-2.9	24-T
Alaska	32.3	31	34.9+/-2.9	23	26.1	8	32.8	38	38.3+/-3.3	29	31.8+/-3.2	18
Arizona	31.1	37	31.6	33	20.7	26	33.6	30	35.5+/-2.2	38	28.3+/-2.2	33
Arkansas	38.7+/-3	5	38.6+/-3	8	28.4+/-7.7	4	41.4	5-T	43.9	9	33.4	9
California	26.5	48	28.7+/-2.2	44	19.5	31	29.7	44	30.6	49	23.9+/-3	48
Colorado	24.5	49	25.7	49	13.8	49	25.2	49	30.7	48	22.9	49
Connecticut	30.1	40	30.7	38	20.0	28-T	32.1	40	35.3	39	26.6	40
Delaware	31.7+/-3	33-T	36.1	18	17.5+/-6.5	40-T	34.7+/-4.4	26	39.4	27	32.9+/-3.6	13
D.C.	20.7+/-2.8	50	28.5+/-3.2	45	15.5	48	22.1+/-3.4	50	32.7+/-3.8	45	24.0	47
Florida	n/a	-	n/a	-	n/a	-	n/a	-	n/a	-	n/a	
Georgia	32.0	32	35.8	19	19.4	32	36.3	20	40.6	21-T	28.7	31-T
Hawaii	28.4+/-2.1	44	21.4	50	22.7	15	29.0	46	28.5+/-2.5	50	16.5+/-2.1	50
Idaho	31.3+/-2.0	36	31.8+/-2	32	16.0	46	34.4	27	38.2	30	27.7+/-2.2	34
Illinois	33.6	21-T	34.7	26	19.3	33	35.9+/-4.4	21-T	39.3	28	32.4+/-4.6	16
Indiana	34.4+/-1.8	16	38.2+/-1.8	10	22.5	16	38.5	14-T	42.0	16-T	33.1	11
Iowa	36.3	12	36.5	17	21.7	20	39.7	8	40.6	21-T	34.7+/-2.2	7
Kansas	35.5	15	36.6+/-1.3	15	22.2	17	39.0	12	42.7+/-1.6	11	31.1+/-1.5	22
Kentucky	39.8	1-T	40.9+/-2.7	5	28.2	5	42.5	2-T	46.2	2-T	35.3	4-T
Louisiana	36.0	13	41.2	4	23.0	12-T	39.8	7	45.4	5	35.3	4-T
Maine	31.6+/-1.8	35	32.1+/1.8	30	21.1	21	33.0	35-T	37.8+/-2.2	31-T	27.5+/-1.7	35
Maryland	33.3	25-T	35.3	21	19.7	30	35.8	23	40.6	21-T	30.1	28
Massachusetts	27.7	47	27.1	48	12.8	50	28.6	47	32.6	46	26.3	41-T
Michigan	33.9	19	34.9	24	22.9	14	35.4	24	40.0	26	31.4	21
Minnesota	33.6+/-1.3	21-T	31.1+/-1.3	36	17.5	40-T	33.6+/-1.7	31	37.8	31-T	30.8	26
Mississippi	36.7	10	41.4	3	26.4	6	39.4	10	49.6	1	31.5+/-3	20
Missouri	37.8	7	36.6+/-2	14	26.3	7	39.6	9	42.5	12	32.5	14-T
Montana	31.7+/-2.1	33-T	31.9+/-2.3	31	18.9	36	32.9	37	36.3	35	30.9+/-2.4	24-T
Nebraska	36.8	9	35.0	22	19.0	34-T	37.7	17	42.1	15	34.9	6
Nevada	33.1+/-3.8	28	29.4+/-3.8	40	21.0	22-T	33.8	28	36.4	34	25.1+/-4.4	44
New Hampshire	33.3+/-2.5	25-T	27.9+/-2.2	46	17.0	43	33.7	29	36.1+/-2.6	36	25.9+/-2	43
New Jersey	28.8	43	27.5	47	15.8	47	30.4	43	31.7	47	26.3+/-2.7	41-T
New Mexico	33.5	24	35.6+/-2.4	20	23.0	12-T	38.6	13	41.3	20	26.7+/-2.8	39
New York	28.4	45	29.8	39	20.8	24-T	27.9	48	34.7	41	27.1	36
North Carolina	34.1	17	37.9	11	20.5	27	38.5	14-T	41.9	18-T	33.0	12
North Dakota	37.1+/-2.2	8	33.1+/-2.5	28	18.0	39	35.9+/-3.3	21-T	42.2+/-2.8	14	35.6+/-2.3	3
Ohio	36.4	11	39.1	6	21.8	19	39.2	11	43.7	10	35.7	2
Oklahoma	39.8	1-T	39+/-2.4	7	30.6	1	41.1	5-T	45.8	4	33.2+/-2.7	10
Oregon	29.7+/-2.1	41	31.1+/-2.2	37	16.9	44	33.6+/-2.7	32	35.9+/-2.8	37	25+/-2.8	45
Pennsylvania	34.0	18	32.6	29	19.0	34-T	33.1	34	40.4	25	31.0	23
Rhode Island	30.9	38	29.2	42	20.0	28-T	33.0	35-T	34.9	40	24.9+/-2.7	46
South Carolina	33.8	20	38.3	9	21.0	22-T	38.4	16	42.3	13	32.5	14-T
South Dakota	39.7	3	37.0	13	20.8	24-T	42.3	4	45.0	7	34.3+/-4.5	8
Tennessee	32.8	29	37.1	12	25.8	9	37.0	18	40.6	21-T	28.9	30
Texas	35.7	14	36.6	16	22.1	18	36.6	19	44.9	8	30.6	27
Utah	30.5	39	31.4	35	16.7	45	33.5	33	37.0	33	28.7	31-T
Vermont	29+/-2.3	42	29.0	43	18.4	37	30.5	42	33.7	43	26.8+/-2.6	38
Virginia	33.6	21-T	34.9	25	17.4	42	34.8	25	42.0	16-T	31.6	19
Washington	28.3	46	29.3	41	18.3	38	29.5	45	32.9	44	26.9	37
West Virginia	39.4+/-2.2	4	41.8+/-2.1	1	30.4+/-6	2	42.5+/-3	2-T	46.2+/-2.4	2-T	35.9+/-2.3	1
Wisconsin	33.3	25-T	34.5	27	23.1	11	30.8	41	41.9	18-T	32.3	17
Wyoming	32.4+/-3.0	30	31.5+/-3	34	28.8+/-8.5	3	32.7+/-4	39	34.5+/-3.4	42	29.6+/-3	29

SOURCE: TFAH analysis of Behavioral Risk Factor Surveillance System data NOTE: For rankings, 1 = Highest Rate, and 51 = Lowest Rate; T= Tie.

TRENDS IN CHILDHOOD OBESITY (95th percentile and greater)

As with adults, obesity has been rising among children for decades. Between the 1976–1980 NHANES survey and the 2017–2020 survey, obesity rates for children ages 2 to 19 more than tripled, from 5.5 to 19.7 percent.^{260,261} This section includes the latest data available on childhood obesity. As with adults, this report relies on multiple surveys to better understand the full picture of childhood obesity.

DATA SOURCES FOR CHILDHOOD OBESITY MEASURES

1) The National Health and Nutrition Examination Survey is the primary source for national obesity data on adults and on children ages 2 to 19 in this report. NHANES is particularly valuable in that it combines interviews with physical examinations, including measured heights and weights, while also covering a wide age range of Americans. The downsides of the survey include a time delay from collection to reporting and samples that do not break out local data. The most recent NHANES data are from a combination of the 2017-2018 and 2019-2020 NHANES surveys since data collection was disrupted by the COVID-19 pandemic.

2) The WIC Participant and Program Characteristics Report is a biennial census of families that WIC serves. USDA collects the data, and CDC analyzes the obesity data. Because the program only includes low-income mothers and young children (under the age of 5), these data are limited.²⁶² Nevertheless, because obesity disproportionately affects individuals with low incomes, early childhood is a critical time for obesity prevention, and the data provide valuable information for evaluating the effectiveness of programs aimed at reducing obesity rates and health disparities. The most recent public WIC data are from 2020.

3) The National Survey of Children's Health surveys parents of children ages 0 to 17 about aspects of their children's health, including height and weight for children ages 6 and older. An advantage of this survey is that it includes state-level data. A disadvantage is that height and weight data are parent-reported, not directly measured. The most recent data are from its 2019–2020 iteration.

4) The Youth Risk Behavior Survey

(YRBS) measures health behaviors, including eating habits and physicalactivity behaviors, as well as body weight status (determined from selfreported height and weight), among students in grades 9 to 12. As in other surveys that use self-reported data to measure obesity, this survey likely underreports the true rates.²⁶³ YRBS officials conduct the survey in odd-numbered years; 2019 is the most recent dataset available. The 2019 survey includes state-level samples for 44 states plus three U.S. territories, two tribal areas, and select large urban school districts, as well as a separate national sample.²⁶⁴

National Youth Obesity Rates

The most recent national data, the 2017–2020 NHANES survey, found that 19.7 percent of youth ages 2 through 19 had obesity. The data show variation in obesity prevalence by demographic and socioeconomic groups:

- Race/ethnicity: Black and Latino youth had higher rates of obesity than their Asian and white peers. Obesity prevalence for Asian youth was 9 percent, Black youth 24.8 percent, Latino youth 26.2 percent, and white youth 16.6 percent in 2017–2020.
- Sex: Boys are slightly more likely to have obesity than girls. In 2017–2020, 20.9 percent of boys had obesity, and 18.5 percent of girls had obesity.
- Age: The prevalence of obesity increases with age. In 2017–2020, 12.7 percent of children ages 2 to 5, 20.7 percent of children ages 6 to 11, and 22.2 percent of children ages 12 to 19 had obesity. Between the 1976–1980 NHANES survey and the 2017–2020 survey, the percentage of children ages 2 to 19 with obesity overall

tripled, with the obesity rates of teens ages 12 to 19 quadrupling.²⁶⁵

 Household income: Children in household with lower incomes have higher rates of obesity. In 2017–2020, 25.8 percent of children living in household with incomes below 130 percent of FPL had obesity, 21.2 percent of children in households at 130-350 percent of FPL had obesity, and 11.5 percent of children in households above 350 percent FPL had obesity.²⁶⁶

Young WIC Participants, Ages 2 to 4

In 2020, 14.6 percent of children ages 2 to 4 in the WIC program had obesity and 15.3 percent were overweight. The percentage of children who were overweight or had obesity increased between 1992 and 2008, then decreased between 2010 and 2020 after a 2009 change in the WIC benefits to allow for healthier food options, including fruits, vegetables, seafood, and whole grains (see page 14 for more on WIC). American Indian and Latino children were the most likely to be overweight or have obesity compared with other races/ethnicities.^{267,268} See chart on page 34 for state data.



Source: USDA

Percent of Children Ages 2–4 in WIC Program Who Are Overweight or Have Obesity, by Race/Ethnicity, 2020

Obesity Rates in Children and Teenagers, Ages 10 to 17

The National Survey of Children's Health 2019–2020 survey reported that, nationwide, 16.2 percent of children ages 10 to 17 had obesity and another 15.5 percent were overweight. The states with the highest rates of obesity for children ages 10 to 17 were Kentucky (23.8 percent), Mississippi (22.3 percent), and Louisiana (22.2 percent); the states with the lowest rates of obesity were Montana (10 percent), Arizona (10.2 percent) and Utah (10.3 percent).²⁶⁹ See chart on page 34 for more state data.





Source: National Survey of Children's Health, HRSA

High School Obesity Rates

According to 2019 YRBS data, 15.5 percent of high school students (grades 9 to 12) nationwide had obesity and 16.1 percent were overweight. Obesity levels among high school students show an increase in the long-term; in 1999, obesity rates among high schoolers participating in the survey were at 10.6 percent.²⁷⁰

Other takeaways:

- The prevalence of obesity among high school students in different states varied considerably, from 9.8 percent in Utah to 23.4 percent in Mississippi.
- There were also stark differences in obesity rates across demographic groups. Male students (18.9 percent) had higher obesity rates than female students (11.9 percent); gay, lesbian, and bisexual students (21.0 percent) had higher obesity rates than heterosexual students (14.4 percent); and American Indians/Alaska Natives,



Black, and Latino students (all above 19.0 percent) had higher obesity rates than white (13.1 percent) and Asian (6.5 percent) students.

See page 34 for state-by-state data on obesity, overweight, and physical-activity levels among high school students.

Youth Obesity Rates and Related Health Indicators										
	Young Children: Obesity, 2020	Children and Teenagers: Obesity and Physical Activity, 2019-2020			High School (HS) Students: Obesity, Overweight, Physical Activity, 2019					
States	Percent of Low-Income Children Ages 2-4 Who Have Obesity	Percent of Children Ages 10-17 Who Have Obesity	Ranking	Percent of Children Ages 6–17 Who Participate in 60 Minutes of Physical Activity Every Day	Percent of HS Students Who Have Obesity	Percent of HS Students Who Are Overweight	Percent of HS Students Who Are Physically Active 60 Minutes Every Day of the Week			
Alabama	15.6	21.8	47	25.2	17.2	20.1	23.2			
Alaska	20.1	17.8	37	28.0	14.8	15	17.9			
Arizona	13.3	10.2	2	15.0	13.3	17.4	22			
Arkansas	13.9	20.6	45	24.4	22.1	19.8	22.7			
California	17.0	15.2	23-T	18.5	15.9	15.2	20.5			
Colorado	8.8	11.2	6	25.0	10.3	11.7	25.4			
Connecticut	14.6	15.3	25-T	22.6	14.4	14.9	23.2			
Delaware	18.5	18.9	40	19.6	n/a	n/a	n/a			
D.C.	12.9	14.2	19	19.8	n/a	n/a	n/a			
Florida	13.5	15.8	30	20.0	14	16.1	22.7			
Georgia	13.1	18.0	38	24.9	18.3	18.1	24			
Hawaii	11.0	15.5	27	15.7	16.4	14.4	17.1			
Idaho	11.8	13.3	13	24.0	12.1	12.4	22.2			
Illinois	16.4	17.4	36	21.8	15.2	15.5	26			
Indiana	13.9	15.6	28	22.3	n/a	n/a	n/a			
Iowa	16.0	16.9	34	24.7	17	15.9	25.7			
Kansas	12.8	11.7	8-T	26.5	15.1	15.7	26.5			
Kentucky	15.4	23.8	51	24.8	18.4	17.8	19			
Louisiana	13.7	22.2	49	22.4	16.5	17.8	21			
Maine	14.3	13.7	15-T	27.9	14.9	14.8	20.4			
Maryland	16.9	16.7	32-T	20.7	12.8	15.7	19.4			
Massachusetts	16.8	12.2	10	17.9	14.2	14.8	21.7			
Michigan	13.8	15.7	29	23.2	15.3	16.1	21.8			
Minnesota	11.8	11.7	8-T	23.1	n/a	n/a	n/a			
Mississippi	14.4	22.3	50	26.8	23.4	18	23.4			
Missouri	12.7	19.6	41	24.8	18.4	16.1	25.3			
Montana	10.9	10.0	1	26.3	11.5	13	25.3			
Nebraska	16.0	12.6	11	23.7	13.3	12.8	27.9			
Nevada	11.9	16.0	31	14.6	12.3	16.7	21.7			
New Hampshire	16.0	13.5	14	24.1	12.7	14	22.5			
New Jersey	15.4	13.8	17	16.2	11.9	14.7	22.7			
New Mexico	12.7	15.3	25-T	22.5	15.2	15.8	26.8			
New York	13.8	11.5	7	19.8	13.4	16.3	19.2			
North Carolina	14.8	19.8	42	18.0	15.4	16	19.9			
North Dakota	15.6	10.5	4	31.4	14	16.5	25.2			
Ohio	13.0	17.2	35	24.1	16.8	12.2	23.5			
Oklahoma	13.2	18.7	39	23.0	17.6	18.1	29.2			
Oregon	14.7	13.7	15-T	21.1	n/a	n/a	n/a			
Pennsylvania	13.8	15.1	22	24.6	15.4	14.5	25.4			
Rhode Island	16.5	16.7	32-T	22.0	14.3	14.6	21.1			
South Carolina	13.1	20.1	43	19.2	16.6	16.3	19.5			
South Dakota	15.6	15.2	23-T	22.3	14.1	15.6	29.7			
Tennessee	14.9	20.8	46	22.0	20.9	18.3	21.6			
Texas	15.8	20.3	44	14.1	16.9	17.8	22.9			
Utah	8.8	10.3	3	18.5	9.8	12.3	21			
Vermont	14.5	14.0	18	23.6	13.1	13.7	22.1			
Virginia	15.6	14.9	21	21.6	14.8	15.8	22			
Washington	14.8	13.2	12	23.1	n/a	n/a	n/a			
West Virginia	16.4	21.9	48	24.4	22.9	16.5	26.3			
Wisconsin	15.2	14.6	20	23.0	14.5	14.6	21.5			
Wyoming	11.8	11.0	5	30.7	n/a	n/a	n/a			

 SOURCE: WIC
 SOURCE: National Survey of Children's Health, HRSA

 Participants and Program
 NOTE: For rankings, 1 = Highest Rate, and 51 = Lowest Rate.

 Characteristics Survey, USDA
 T = Tie.

SOURCE: Youth Risk Behavior Survey, CDC

NOTE: For rankings, 1 = Highest Rate, and 51 = Lowest Rate, T= Tie.

Obesity-Related Policies and Programs

Because obesity is a complicated and multifaceted public health challenge, a wide range of government actions are needed to help address it. This section serves as a reference on important federal, state, and local policies and programs with the greatest potential to impact U.S. obesity rates. It includes background context as well as the latest developments, budgetary information, and available research across four subsections: (A) Economics of What We Eat and Drink, (B) Nutrition Education, (C) Community Policies and Programs, and (D) Healthcare Coverage and Programs.

ECONOMICS OF WHAT WE EAT AND DRINK

Fiscal and Tax Policies that Promote Healthy Eating: Beverage Taxes, Healthy Food Financing Initiative and the New Markets Tax Credit

From making sugary drinks more expensive to encouraging investment in areas with low access to affordable and nutritious food, economic policies can impact Americans' food environment—as a key social determinant of health—and make it easier to make healthier food and beverage choices.

Beverage Taxes

Sugar sweetened beverages impose a considerable disease burden around the globe.^{271,272} The World Health Organization recommends that its members tax sugary beverages,²⁷³ and more than 50 countries have such taxes in place.^{274,275,276} The global evidence has demonstrated these taxes discourage beverage consumption,^{277,278,279} generate revenue,²⁸⁰ can spur the industry to reformulate their products to reduce the amount of sugar,^{281,282} and may raise awareness about their health impact.²⁸³

In the United States, sugary beverages are among the leading sources of added sugar in American diets,284 and researchers have found taxing sugary beverages to be one of the most cost-effective obesity-reduction interventions, estimating a national tax could prevent half a million cases of childhood obesity over a decade.²⁸⁵ Eight U.S. cities have imposed sugary beverage taxes,²⁸⁶ and research has demonstrated a positive short-term impact.^{287,288,289,290} While results are more mixed on the long-term effect of these local taxes,^{291,292} much of the research suggests beverage taxes effectively discourage beverage consumption.^{293,294} Two new studies released in late 2021 found a sustained reduction in consumption following implementation of Seattle's beverage tax.295,296 Despite growing research on their effectiveness, beverage taxes have faced political challenges in the United States in recent years, due in part to aggressive lobbying by the beverage industry.^{297,298,299}

The State of Obesity

Healthy Food Financing Initiative

Created by the 2014 Farm Bill, the Healthy Food Financing Initiative provides grant funding for programs that increase access to healthy food in under-resourced communities, helping to reduce food insecurity, revitalize low-income neighborhoods, and build a more equitable food system.³⁰⁰ The program is a public-private partnership funded by USDA and administered by the Reinvestment Fund.³⁰¹ It offers a small grant program with awards in 2021 ranging from \$20,000 to \$200,000 and a technical assistance program.³⁰²

Recent HFFI-funded projects include:

- The North Flint Food Market, the Michigan city's first co-op grocery store;³⁰³
- A new food hub at the California Indian Museum and Cultural Center in Santa Rosa, which will house food sovereignty programs and serve as an incubator for Native-led food startups;³⁰⁴ and
- A nonprofit pay-what-you-can grocery store, MARSH Sliding Scale Grocery, which opened last year in South St. Louis.³⁰⁵

Congress appropriated \$5 million for HFFI in FY 2022.³⁰⁶

New Markets Tax Credit

Established as part of the Community Renewal Tax Relief Act of 2000, the New Markets Tax Credit (NMTC) incentivizes taxpayers to invest in low-income communities that lack adequate access to capital.³⁰⁷ The credits are competitively awarded by the U.S. Treasury's Community Development Financial Institutions Fund (the CDFI Fund). NMTC-funded projects are expected to create jobs or otherwise improve the lives of residents by, for example, improving access to healthcare services, places to exercise, and healthy food—all key social determinants of health.

Recent NMTC projects include:

- The reconstruction of the vacant Provident Mutual Life Insurance Building, creating the Provident Public Health Center, a medical campus in a medically-underserved area of Philadelphia with a high rate of obesity.³⁰⁸ The anchor tenants— Children's Hospital of Philadelphia and Public Health Management Corporation—are expected into the space in the Summer of 2022.³⁰⁹
- The transformation of a parking lot in Southeast Washington, DC, into a 28,000 square foot community facility featuring a rooftop garden and fitness center for Bread for the City, a frontline agency that serves low-income individuals.³¹⁰ The organization cut the ribbon on the Michelle Obama Southeast Center of Bread for the City in September 2020.³¹¹
- The construction of Homeland Grocery, a full-service grocery store that opened in September 2021 in a food desert in Northeast Oklahoma City.^{312,313}

The CDFI Fund awarded \$5 billion in New Market Tax Credits in FY 2020 to a total of 100 Community Development Entities.³¹⁴

The NMTC is set to expire in 2025,³¹⁵ but President Biden has proposed making the credit permanent,³¹⁶ a change that has bipartisan support.³¹⁷ The NMTC is currently authorized at \$5 billion annually.³¹⁸
Food and Beverage Marketing

The food industry spends nearly \$14 billion every year marketing to American consumers, and 80 percent of this advertising promotes unhealthy choices such as fast food, sugary drinks, and candy.³¹⁹ These marketing messages are communicated through traditional television advertising, and increasingly via digital platforms.³²⁰ Studies have shown exposure and receptivity to television fast-food marketing is associated with increased consumption and obesity.^{321,322}

Digital advertising presents many of the same challenges as traditional advertising but also creates new ones. As with television, food advertising on digital platforms is highly prevalent and dominated by ads for unhealthy products.323 Unlike broadcast advertising, digital marketing is personalized to individual consumers using proprietary analytics. Thus, digital advertisers have knowledge about their own tactics and reach not available to the general public, making it hard for consumer and public health advocates to track industry behavior.324 Another concern about digital marketing is the proliferation of paid "influencers," those who post videos or other content on social media and may or may be not a part of an official industry-backed marketing campaign. One study of YouTube influencers popular with children found that most videos featured food and most of the food was unhealthy, with cake and fast food being the most common.325 Another study found that children who viewed influencers with unhealthy snacks increased their immediate intake of unhealthy food, while influencer promotion of healthy food had no effect.326 As online grocery shopping and food retail has increased, it is also important to think about marketing and incentives (products available, discounts,

rewards, etc.) on these platforms and how they affect consumer choices as well.³²⁷

Racial inequities that exist in other health contexts also apply to the food-marketing environment. More total food advertising is directed at Black and Latino youth than their white counterparts. Even when accounting for differences in television viewing time, Black children saw 40 percent more candy ads than white children, a 2019 report found.³²⁸ Food ads airing on Spanish-language television were almost exclusively promoting fast food and other unhealthy food and beverages.³²⁹ More research is needed to see if these broadcast trends are continuing into the digital space.

The Latino community has been a particular target of the industry marketing of "toddler milk"—products that have added sugars and are not recommended by the American Academy of Pediatrics or the Dietary Guidelines of Americans.^{330,331} A 2021 study found that Latino parents are more likely to have purchased toddler milk than non-Latino parents.³³² These drinks are often crosspromoted with infant formula, resulting in consumer confusion and the dangerous practice of feeding these drinks to infants, even though they do not meet infants' unique nutritional needs.³³³

Public health advocates have recommended a number of proposals aimed at reducing the marketing of unhealthy food and beverages, including changing the tax code to disallow deductions for the cost of advertising unhealthy products to children;³³⁴ and providing the Food and Drug Administration (FDA) regulatory authority over toddler milk to ensure consumers are not confused about the products' purpose.³³⁵

FOOD SECURITY IN INDIAN COUNTRY

A key social determinant of health is the ability to access affordable and healthy food. The legacy of colonization coupled with the present day and enduring impact of historical trauma and structural racism directed at Native Americans-reflected in unpaid obligations by the federal government and the lack of critical infrastructure-has impacted this community in a host of ways, including with disproportionately high rates of food insecurity, poor health, and obesity. The COVID-19 pandemic exacerbated these inequities, exerting a devasting impact on American Indian and Alaska Native communities while also causing supply chain delays, job disruptions, and increasing food prices, which were already high in Native communities.336

Many federal surveys that measure population-level social, economic, and health indicators-including food insecurity-do not report data on American Indian and Alaska Native populations. In 2021, the Native American Agriculture Fund (NAAF) endeavored to survey a wide range of tribal communities about food insecurity in the wake of the COVID-19 pandemic to better understand the issue. The survey revealed extremely high rates of food insecurity among American Indians and Alaska Natives, with nearly half of respondents experiencing food insecurity during the COVID-19

pandemic and one-quarter experiencing very low food security.³³⁷

Many Native-led organizations helped to meet food needs in tribal communities during the pandemic. Producers planted seeds, community groups raised funds, and tribal governments helped organize food purchases. Community members also helped themselves and their neighbors, with about half reporting gardening, hunting, fishing, foraging, sharing or trading food. Reliance on food banks and the federal nutrition programs also rose, with participation in the Food Distribution Program on Indian Reservations increasing by more than 200 percent.³³⁸

One blueprint for the future is NAAF's Reimagining Native Food Economies, released in 2020, which proposes strengthening the food system infrastructure for Tribal Nations by creating 10 regional hubs across the country that would support processing and packaging facilities for meats, grains vegetables, and fruits, as well as provide warehouse storage, logistical and support, and distribution infrastructure for Native producers, communities, and tribes in the area to use.³³⁹ The goal of this plan is to create economic opportunity, strengthen food system resilience and food security, and provide nutritious and healthy foods more economically in Indian Country.

COMMUNITY POLICIES AND PROGRAMS

Built Environment: Community Design and Land Use, Housing, Safe Routes

The obesity crisis did not develop in a vacuum. Choices about diet and physical activity depend on a person's larger social, economic, and physical context, and the choices available are not equitable across places and populations. A community's "built environment"—the name for its collective group of human-made buildings and structures including streets, sidewalks, parks, stores, and housing—ranks among the major social determinants of health.³⁴⁰

A review of studies from around the world have found that research consistently demonstrates that people who live in walkable neighborhoods have higher levels of physical activity.341 Many studies have demonstrated a link between walkability and lower BMI.³⁴² People who live near green spaces-parks, tree canopies, and nature trails-are also less likely to have obesity.343,344 There are also persistent inequities in availability and quality of green space and parks in low-income neighborhoods and in neighborhoods with predominantly African American and Latino residents.345

On the other hand, living in certain neighborhoods is associated with an increased risk of obesity. One study found that children who live in communities where the built environment is poor for example, there is a lack of access to quality housing, sidewalks, or parks were up to 60 percent more likely to have obesity or be overweight.³⁴⁶ Researchers have theorized that unhealthy conditions in many low-income communities—such as air and noise pollution, traffic danger, higher crime, and other stressors—may drive up obesity levels.^{347,348} Certainly, many challenges disproportionately concentrated in low-income areas add to its residents' overall health burdens. While studies linking air pollution to obesity have found mixed results, some studies have found severe air pollution to be positively associated with weight gain.^{349,350}

Public health researchers have long been interested in the connection between a person's retail food environment and obesity, but the findings have been mixed.³⁵¹ There is, however, growing evidence of a link between proximity to fast food outlets and obesity.^{352,353}

Community Design and Land Use

Recognizing that a person's environment is a key social determinant of health, urban planners, zoning boards, and transportation officials have increasingly begun incorporating health considerations into land use, transportation, and community design decisions. Policymakers can promote healthier habits in these areas by:

- Designing communities that have more housing units, are more compact, and promote affordable, active transportation instead of development that encourages reliance on automobiles;^{354,355,356,357}
- Adopting Complete Street policies, which ensure streets are designed to be safely used by all—including people of all ages and abilities and those riding by car, foot, or bicycle by building sidewalks, trails, and protected bike lanes, and installing safety features such as streetlights, speed bumps, traffic signals, and crosswalks;^{358,359}

- Building and preserving playgrounds, parks, and other green spaces, which support physical activity and social connection while filtering out air pollution;^{360,361} and
- Investing in high-quality public transportation infrastructure, as studies have shown that taking public transportation is associated with higher levels of physical activity, as people often walk or bike to and from public transportation.^{362,363,364}

To ensure health equity, these changes are particularly important in lowincome communities that have a disproportionate number of households without vehicles and often have streets that are unsafe for pedestrians.³⁶⁵

Many of these improvements require significant financial investment. The Infrastructure Investment and Jobs Act, which was signed into law by President Biden in November 2021, includes historic levels of federal funding to improve the nation's transportation infrastructure, including upgrades to public transportation and funding for active transport.³⁶⁶ The new law:

- Provides \$89.9 billion for public transit over the next five years, the largest investment in U.S. history;
- Reauthorizes the federal surface transportation programs, which include funding for active travel, and improves the Transportation Alternatives Program and increases its funding by \$2.8 billion over five years;
- Establishes several new programs including a \$6.4 billion Carbon Reduction Program to fund green projects including pedestrian and cycling trails, a \$1 billion Reconnecting Communities pilot program to restore connectivity to communities previously cut off by transportation infrastructure,

and a \$5 billion Safe Streets and Roads for All program to prevent roadway injuries and deaths;

- Requires states and localities to develop Complete Street plans; and
- Expands eligibility for the Highway Safety Improvement Program to include safety improvements to protect pedestrians and cyclists, including Safe Routes to School projects.^{367,368, 369,370,371, 372}

Housing

Poor street connectivity and sprawling, low-density housing separated from commercial development increases reliance on automobiles and encourages sedentary behavior.³⁷³ In contrast, communities with better street connectivity, high-density housing, and a mix of land uses in close proximity encourages active transportation.³⁷⁴ A 2022 literature review of the connection between land use and childhood obesity found strong evidence of an association between street intersection density—an indicator of walkability and lower BMIs.³⁷⁵

Safe Routes to School

Walking, rolling, or biking to and from school is an easy way for children to make physical activity part of their daily routine. However, the rise of car-dependent neighborhoods, concerns about traffic and crime, and changing social norms have converged to reduce the number of children who walk to school.³⁷⁶

The Safe Routes to School (SRTS) program educates and encourages children to walk or cycle to school by sponsoring awareness campaign and funding safety improvements such as crosswalks, sidewalks, and bike lanes.³⁷⁷ Research has found that SRTS initiatives are cost-effective and associated with a significant increase in active transportation to and from school.³⁷⁸ Since 2015, the program has supported projects in 17,000 schools benefitting nearly 7 million students.379 The 2021 Infrastructure Law expanded the program to benefit high schools and to allow the Highway Safety Improvement Program, in addition to the Transportation Alternatives Program, to fund SRTS projects. 380,381



CDC Community Initiatives

CDC supports programs that fund community efforts to prevent and reduce obesity. The programs focus on transforming conditions to establish and promote healthy food and physical activity environments for all community members. In FY 2022, CDC received a \$602 million funding increase for a total program budget of \$8.4 billion, and its Division of Nutrition, Physical Activity, and Obesity (DNPAO)-which leads the agency's obesity prevention effortswas appropriated only \$58.4 million, a \$1.7 million increase from its 2021 funding level.382

CDC's major programs that support obesity prevention are documented in the following chart and discussed in more detail below.

State Physical Activity and Nutrition Program

DNPAO's State Physical Activity and Nutrition (SPAN) Program funds state, local, territorial and tribal interventions that increase physical activity and improve nutrition.³⁸³ SPAN is currently funding five-year projects in 16 states to:

- Support breastfeeding;
- Improve food systems to increase access to healthier foods;

- Connect activity friendly routes—such as homes, sidewalks, bike lanes, and public transportation—to everyday destinations such as schools, grocery stores, and libraries; and
- Help integrate nutrition and physical activity standards into early childhood education systems.

SPAN funding has helped expand healthy food offering in New York bodegas,³⁸⁴ train lactation specialists in Peoria, Illinois,³⁸⁵ and connect everyday destinations in Connecticut.³⁸⁶

Total SPAN program funding is \$70 million over five years.³⁸⁷

SELECT OBESITY-RELATED FUNDING OPPORTUNITIES FROM CDC							
Grant/Program Name	Grant Number	Grant Goal	Length of Grant	Number of Available Grants	Annual Grant Size	Total Program Funding	
State Physical Activity and Nutrition (SPAN) Program	1807	Improve nutrition and physical activity at state and local level	5 years starting in September 2018	16 states ³⁸⁸	\$880,543 average annual award ³⁸⁹	\$70 million over 5 years ³⁹⁰	
High Obesity Program (HOP)	1809	Increase access to healthy foods and safe places for physical activity in high- obesity areas	5 years starting in September 2018	15 land-grant universities ³⁹¹	\$724,909 average annual award ³⁹²	\$56 million over 5 years ³⁹³	
Preventive Health and Health Services (PHHS) Block Grant	2102	Provide each state with flexible support to address its most important health needs	Annual	61 including 50 states, DC, two American Indian tribes, five U.S. territories, and three freely associated states ³⁹⁴	\$9.5 million on nutrition and \$2.8 million on physical activity in FY 2020 ³⁹⁵	\$160 million in FY 2022 ³⁹⁶	
Racial and Ethnic Approaches to Community Health (REACH)	1813	Reduce racial and ethnic health disparities in chronic disease	5 years starting in September 2018	40 grants in 25 states and DC ³⁹⁷	\$748,301 average annual award ³⁹⁸	\$66 million in FY 2022, including \$22.5 million for Good Health for Healthy Tribes ³⁹⁹	
Improving Student Health and Academic Achievement through Nutrition, Physical Activity and the Management of Chronic Conditions in Schools (Healthy Schools)	1801	Increase number of students who consume nutritious food and beverages, who participate in daily physical activity, and who can effectively manage their chronic health conditions	5 years starting in June 2018	State education agencies in 16 states ⁴⁰⁰	\$350,000 average for Priority 1 awards and \$450,000 average for Priority 2 awards during the 2018–2022 funding period ⁴⁰¹	\$35 million over 5 years ⁴⁰²	

High Obesity Program

High Obesity Program (HOP) funds 15 land grant universities that work with their local communities to increase access to healthier foods and promote physical activity in rural counties where more than 40 percent of adults have obesity.⁴⁰³ During its first five years (2014–2018), the program increased healthy food access for more than 1.5 million people and expanded physical activity opportunities for nearly 1.6 million people.⁴⁰⁴

Some of the HOP-funded projects during the 2018-2022 grant period include:

- Renovating Chief Niwopet Park in Menominee County/Nation—located in Northeastern Wisconsin—with sustainable and culturally relevant renovations, including areas to walk and play, to provide a place for tribal residents to be physically active;⁴⁰⁵
- Establishing more than 40 community gardens in Calhoun, Clay, Dooly, Stewart, and Taliaferro counties in Georgia, improving access to healthy food;⁴⁰⁶ and
- Expanding a park and playground near a walking trail in Mayersville, a 600-person town in the Mississippi Delta, so that children can play on the playground while their parents walk on the trail.⁴⁰⁷

In FY 2022, HOP received \$15 million of funding.⁴⁰⁸

Preventive Health and Health Services Block Grant

The Preventive Health and Health Services (PHHS) block grant provides states, territories, and tribes with flexible funding to address local public health needs.⁴⁰⁹ In FY 2020, the most recent year for which CDC has published data by topic area, states spent \$149 million in PHHS funds,



including \$9.5 million on nutrition and \$2.8 million on physical activity.⁴¹⁰

PHHS funding has helped promote fruit intake in Alabama, encourage breastfeeding in Montana, sponsor worksite health promotion programs in Delaware, support built environment programs in California, promote active transportation in Florida, sponsor worksite lactation support programs in Virginia, and address food insecurity among children in Michigan.⁴¹¹

The block grant program received \$160 million in FY 2022.⁴¹²

Racial and Ethnic Approaches to Community Health

Racial and Ethnic Approaches to Community Health (REACH) is a CDC program aimed at reducing health inequities among populations with the highest levels of chronic disease. REACH funds culturally-appropriate initiatives by states, localities, tribes, universities, and community organizations that target preventable risk behaviors, including those that lead to obesity.⁴¹³

More than one-third of REACH's funding is dedicated to the Healthy Tribes collection of programs, including the Good Health and Wellness in Indian Country (GHWIC) program, which focuses on health promotion and chronic disease prevention in tribal communities. Healthy Tribes' long-term goals include increasing physical activity, breastfeeding, and the intake of healthy foods. The Alaska Native Tribal Health Consortium coordinates the program, which benefits more than 100 tribes and Urban Indian Organizations.⁴¹⁴

Thanks to REACH funding:

- The Coeur d'Alene tribe in Idaho created the Powwow Sweat Program, which uses traditional dance to encourage tribe members to increase their physical activity;⁴¹⁵
- The local farmers market in California's largely Latino Madera County was approved to accept electronic benefits transfer (EBT) cards, resulting in 700 WIC participants purchasing fresh produce there in the summer of 2020;⁴¹⁶
- Community partners in Boston developed the Out of School Nutrition and Physical Activity Initiative to help after-school programs and summer camps that serve a majority of African American and Latino children serve healthier food and beverages and increase opportunities for vigorous physical activity.⁴¹⁷

REACH received \$66 million of funding in FY 2022—including \$23 million for GHWIC—a slight increase over FY 2021's \$64 million in funding.⁴¹⁸

National Diabetes Prevention Program

Because obesity is the leading risk factor for developing type 2 diabetes,419 obesity and diabetes prevention are linked. The National Diabetes Prevention Program (DPP) is a publicprivate partnership aimed at preventing the 96 million Americans with prediabetes from developing type 2 diabetes. A key component of the DPP is its research-based lifestyle change program that includes a lifestyle coach, a CDC-approved curriculum, and one year of group support.⁴²⁰ Participants in this type of lifestyle change program can cut their risk of developing diabetes by 58 percent—or even more if they are over the age of 60.421

In FY 2022, the National Diabetes Prevention Program, received \$33 million in funding, a \$4 million increase over the FY 2021 level.⁴²²

Physical Activity Guidelines

Regular physical activity lowers the risk of obesity and contributes to overall health—reducing the risk of disease and depression, improving brain health, and strengthening bones and muscles^{.423,424} In 2018, HHS published its second edition of Physical Activity Guidelines for Americans, which provides recommendations about the amount and type of physical activity necessary at each phase of the lifecycle to improve health and reduce the risk of chronic disease. It recommends that:

- Children
 - Ages 3 to 5 be physically active throughout the day;
 - Ages 6 to 17 engage in 60 minutes or more of moderate-to-vigorous activity per day.

Adults

- Engage in 150–300 minutes (2.5–5 hours) of moderate-to-vigorous activity or 75–150 minutes (1.25–2.5 hours) of vigorous aerobic activity per week; and
- Perform muscle-strengthening exercises two or more days per week.⁴²⁵

As of 2020, the vast majority of Americans (75 percent of adults) did not meet these recommendations. Adults living in metro areas had higher rates of physical activity than those in non-metro areas.426 Recent research has demonstrated that fewer people engaged in physical activity during the COVID-19 pandemic, possibly driven by changes in conditions like school, sports, and gym closures, declines in public transportation, and additional work from home. A new study published in February 2022 found that 9 percent of adolescents ages 10 to 14 met the guidelines during May 2020, compared with 16 percent pre-pandemic.427

Active People, Healthy Nation

Active People, Healthy Nation is a CDC-led initiative that aims to help 27 million Americans become more physically active by 2027. It coordinates and engages stakeholders at national, state, and community levels representing a variety of sectors (e.g., transportation, employers, healthcare, public health) to increase physical activity.⁴²⁸ The initiative's strategies include:

- Creating activity-friendly routes to everyday destinations;
- Increasing access to places for physical activity;

- Sponsoring youth and school programs;
- Promoting community-wide campaigns;
- Providing individual and social supports;
- Encouraging physical activity through signage and other prompts; and
- Ensuring equitable and inclusive access to opportunities for physical activity.⁴²⁹

Other CDC Programs

A number of other CDC programs also support initiatives that prevent obesity.

- Hospitals Promoting Breastfeeding, funded at \$9.75 million for FY 2022, helps strengthen lactation supports and reduce breastfeeding inequities.⁴³⁰
- The Social Determinants of Health Pilot Program began in 2021 with awarding of planning grants to develop multi-sector Social Determinants of Health Accelerator Plans in communities with the poorest health outcomes.⁴³¹ Congress appropriated \$8 million in FY 2022 to increase these grants.^{432,433}
- National Early Child Care Collaboratives, which will receive \$4 million in FY 2022, is an initiative that helps childcare and education programs for young children implement obesity prevention strategies.⁴³⁴
- Farm-to-Education Program, funded at \$2 million in FY 2022, supports research and education promoting healthy eating habits in early childhood educational settings.⁴³⁵

NUTRITION STANDARDS, DIETARY GUIDELINES, AND NUTRITION AND MENU LABELS

Nutrition Standards

Federal law requires that school lunches and other federal nutrition programs meet exacting standards to ensure the meals served are healthy and nutritious. They must include sufficient quantities of fruits, vegetables, and whole grains, while limiting salt, saturated fat and trans fats.^{436,437} The current standards were strengthened considerably by the Healthy, Hunger-Free Kids Act of 2010 (HHFKA) and the nutritional quality of school lunches increased following those reforms.438 In addition, a 2020 study found the law substantially reduced the risk of obesity for youth living in poverty.439

Yet, more than a decade after the law passed, some of the HHFKA requirements have been stalled or even reversed. In 2018, the Trump administration passed a new rule allowing schools to once again serve chocolate milk, refined grains, and



foods with higher sodium levels.⁴⁴⁰ While these changes were struck down in federal court in 2020,⁴⁴¹ pandemicspecific waivers that had passed in the meantime—aimed at providing flexibility to program operators in light of pandemic-related food distribution challenges—allowed many of the same changes.⁴⁴² These waivers remained in effect for the 2021–2022 school year.⁴⁴³

In March 2022, USDA announced a rule establishing "transitional" nutrition standards that will take effect on July 1, 2022 and guide the child nutrition programs as schools recover from the pandemic.⁴⁴⁴ The new rule:

- permits schools to continue to serve low-fat chocolate milk;
- leaves the current sodium levels in place for the 2022–2023 school year, while lowering them slightly for the 2023–2024 school year; and
- requires 80 percent of grain products to be whole-grain rich.⁴⁴⁵

These transitional standards are weaker than the original rule implementing the HHFKA, which had required lower sodium levels in place by the 2017–2018 school year and schools to serve only whole grain products by the 2014–2015 school year.⁴⁴⁶

USDA is currently working on new, long-term standards that will reflect the Dietary Guidelines for Americans 2020-2025, as well as input from stakeholders. It plans to have those standards in place for the 2024-25 school year.⁴⁴⁷

Dietary Guidelines for Americans

The Dietary Guidelines for Americansissued jointly by USDA and HHSprovide evidence-based guidance about healthy eating, serve as a resource for policymakers and health professionals, and provide the foundation for the federal government's nutrition programs. The guidelines are revised every five years to keep pace with the latest scientific research about nutrition, with the most recent edition published in December 2020.448 The 2020-2025 Dietary Guidelines for Americans focus on healthy eating for all life stages, including infancy, toddlerhood, childhood, adolescence, pregnancy, lactation, and older adulthood.449 HHS and USDA have

already begun work on the 2025–2030 guidelines, soliciting public comments on proposed scientific questions that will inform the next edition, which will focus on diet and health outcomes across the lifespan.⁴⁵⁰

MyPlate is a consumer-friendly graphical nutrition guide based on the *Dietary Guidelines*. It includes a suite of interactive online tools, including the Start Simple with MyPlate app and the *myplate.gov* website. The app allows users to choose healthy food goals, track their progress, and earn badges, while the website provides recipes, tip sheets on healthy eating, and inspiring videos.⁴⁵¹



Nutrition and Menu Labels Packaged Food Labels

Since 1993, manufacturers have been required to include a Nutrition Facts label on most packaged food to help consumers make informed purchasing decisions.⁴⁵² The requirements were updated in 2016 to make labels easier to read, include added sugars, and measure serving sizes in ways that more accurately reflect Americans' eating habits.⁴⁵³

Research demonstrates that mandatory food labels can alter consumer and industry behavior. A meta-analysis of 60 studies across 11 countries found that consumers ate fewer calories, less total fat, and more vegetables due to the effect of food labels. The study found that the labeling requirements also spurred manufacturers to decrease sodium levels and artificial trans fats in their products.⁴⁵⁴ Recognizing that restaurants temporarily shuttered by the COVID-19 pandemic may want to sell packaged food—food that was meant for restaurant use and lacked nutrition labels directly to the public, the FDA passed guidance in March 2020 permitting such sales during the COVID-19 Public Health Emergency which was extended on July 15 until at least October 13, 2022—provided the package does not make any nutrition claims and contains other required information, such as the ingredients.^{455,456}

In addition to the required Nutrition Facts label, many manufacturers make health-related claims on their packaging—typically on the front to attract consumers, since they will see those labels first. Such front-of-package

(FOP) symbols or graphics, which often include nutritional statements such as "low sodium" or "sugar free," can impact consumer decisions in seconds.457 The FDA requires FOP labels that make health or nutrient content claims to comply with federal regulations to ensure accuracy.458 For example, a food claiming to be "low calorie" must have fewer than 40 calories per serving.459 Yet, FOP labels may still mislead consumers if they are not read in conjunction with the Nutrition Facts label, and—because they are voluntary-manufacturers of unhealthy food can just leave them off altogether. Some public health advocates would prefer coded FOP labels that indicate a food's overall healthfulness using stopsign or stoplight icons, as some other countries require.460

Menu Labels

As required by the Affordable Care Act, in 2011 and 2014 the FDA promulgated rules requiring large chain restaurants and vending machine operators to disclose nutritional information about their products, including calorie counts.461 After a number of extensions based on Congressional and industry concerns, these rules finally went into effect in 2018.462,463 The regulation allows consumers to make more informed choices when they eat out, which is particularly important given that food prepared outside the home tends to have more calories and be of lower nutritional quality than food prepared at home. Consumers, meanwhile, tend to underestimate the number of calories and levels of sodium in out-of-home meals.^{464,465,466}

In April 2020, noting the challenges facing the restaurant industry as many establishments pivoted to take-out only service and dealt with pandemic-related supply chain issues, FDA issued guidance noting that the agency did "not intend to object" if restaurants did not meet the menu label requirements during the COVID-19 Public Health Emergency.⁴⁶⁷ Meanwhile, third-party delivery services—whose use soared during the pandemic—often fail to include calorie counts on their platforms. This has led public health advocates to urge the FDA to make clear that menu labeling rules apply to third-party platforms.⁴⁶⁸

Several studies have demonstrated that posting calorie information at the point of purchase can result in healthier menu choices,469 and a 2016 study found that the average BMI fell in jurisdictions in New York that implemented caloriecount laws.470 Other studies have found that menu labeling leads to significant results only at specific establishments or in certain populations, while other studies have found no changes in consumer behavior.^{471,472,473,474} There is some evidence that the transparency required by menu labeling may lead restaurants to improve the nutritional content of their food.475 A study published in December 2021 found that new menu items introduced at chain restaurants after calorie labels were required had a lower mean calorie content than items introduced before labeling.476

50TH ANNIVERSARY OF THE SENIOR NUTRITION PROGRAM

In 1972, the Older Americans Act—which supports a range of home and community-based services for seniors—was amended to include a federal nutrition assistance program.⁴⁷⁷ This year the Senior Nutrition Program celebrates its 50th anniversary. The program not only helps provide nutritious meals for seniors, it brings them together, serving as a social hub where older adults can access food and other community services while socializing with peers.⁴⁷⁸ "As the keystone program of the Older Americans Act, the Senior Nutrition Program is at the foundation of our nation's system for helping older adults age in place. For 50 years, it has provided healthy meals, opportunities for social interaction, and access to a wide variety of programs and services to help older people stay active, healthy, and engaged in their communities. ACL is proud of this program and the aging services network whose leadership and tireless efforts bring it to life across the country."⁴⁷⁹

- Alison Barkoff, Acting Administrator and Assistant Secretary for Aging, ACL

HARVARD CHOICES COST-EFFECTIVE INTERVENTIONS

At the Harvard T.H. Chan School of Public Health, researchers are studying not only the most effective obesity prevention measures, but determining which ones are most cost-effective. Demonstrating to policymakers that investing in obesity prevention can both improve health and control costs is an important way to build support for these initiatives.

The Childhood Obesity Intervention Cost-Effectiveness Study (CHOICES), a project of the school's Prevention Research Center on Nutrition and Physical Activity, compares the costs and outcomes over 10 years of a variety of programs that encourage healthy eating and increased physical activity. The study focuses on interventions in four settings: (1) school; (2) early care and out-of-school time; (3) communities and government; (4) clinical.⁴⁸⁰

CHOICES has determined that the most cost-effective intervention would be the implementation of a 1-cent-perounce excise tax on sugary drinks, which would be not only cost-effective but cost-saving. They predict that, over 10 years, it would save \$30.80 in future healthcare costs for every \$1 invested, not including the billions of dollars in revenue that could be generated from such as tax.^{481,482,483}

The study has analyzed the costs for 19 different strategies and developed a toolkit to help governments, schools and other organizations determine what interventions might work best in their communities.⁴⁸⁴ Other interventions that CHOICES projects save substantially more than they cost include:

- Eliminating the tax deductibility of the cost of advertising nutritionally poor foods and beverages to children and adolescents (\$20.40 healthcare cost savings for every \$1 invested over 10 years); ⁴⁸⁵
- Providing counseling to WIC families about reducing screen time (\$7.96 in savings per \$1 invested);
- Requiring chain restaurants to post calorie counts (\$5.90 in savings per \$1 invested); and
- Requiring nutrition standards for all snacks sold in schools (\$4.56 in savings per \$1 invested).

HEALTHCARE COVERAGE AND PROGRAMS

Medicare and Medicaid

Because Medicare and Medicaid provide health coverage for more than 140 million Americans these programs pay for an outsize cost of the obesity crisis. One study found that, in 2013, the two programs together covered more than 40 percent of the \$69 million annual cost of severe obesity.⁴⁸⁶ An analysis of U.S. healthcare expenditures found that between 2010 and 2015, 7 percent of Medicare costs and 8 percent of Medicaid costs were associated with obesity.⁴⁸⁷

Medicare

Medicare, the federal health insurance program for Americans ages 65 and over and some with disabilities, provides the following obesity-related benefits:

- Obesity screening by primary care providers;⁴⁸⁸
- Intensive behavioral therapy for beneficiaries with an obesity diagnosis;⁴⁸⁹
- The Medicare Diabetes Prevention Program for beneficiaries with prediabetes;⁴⁹⁰ and
- Bariatric surgery for beneficiaries with BMIs of 35 or higher who have an obesity-related disease and have been unsuccessful with previous weight-loss attempts.⁴⁹¹

While Medicare estimates that 22 percent of its beneficiaries have obesity,⁴⁹² fewer than 1 percent utilized their intensive behavioral therapy benefit between 2012 and 2015.⁴⁹³ Similarly, one study found that Medicare patients had 22 percent smaller odds of undergoing bariatric surgery than patients with private health insurance,⁴⁹⁴ an already small number given that it is the most effective treatment for severe obesity.⁴⁹⁵ Medicare does not cover weight-loss programs or anti-obesity medications, which some argue creates a gap in care for older Americans with obesity.⁴⁹⁶ The lack of inclusion in Medicare influences health coverage more generally as many private insurers follow Medicare's lead with respect to pharmaceutical coverage.⁴⁹⁷

Medicaid

Medicaid is a program that provides health insurance for Americans with low incomes and disabilities. It is jointly funded by the states and the federal government and administered by the states, which results in some variation in both Medicaid eligibility and coverage.

For children, states must provide Medicaid coverage for all medically necessary obesity services. For adults, states can choose whether to provide coverage for obesity treatment, and most states offer coverage for at least one obesity-related treatment.⁴⁹⁸ As of 2016–2017, of the 51 state Medicaid programs (including DC):

- 49 covered some form of bariatric surgery;
- 41 covered at least one obesity screening and counseling visit;
- 20 covered nutritional counseling; and
- 16 covered one or more FDA-approved medications for the treatment of obesity.^{499,500}

In addition, seventeen states offer the National Diabetes Prevention Program as a covered benefit to at least some beneficiaries with prediabetes.⁵⁰¹ In some of these states, however, the program is not offered to all beneficiaries or not offered statewide. While obesity rates vary across the states, obesity-related healthcare coverage is not highly correlated with the severity of obesity in that state. Thus, many of the Americans who need this coverage the most do not have it.⁵⁰² For example, Mississippi—the state with the highest obesity rate in the nation—explicitly excludes coverage for anti-obesity medications and metabolic and bariatric surgery, regardless of medical necessity.^{503,504} It also does not cover obesity-related behavioral interventions and only provides nutritional counseling for high-risk pregnancies and hospice care.⁵⁰⁵

Medicaid offers a higher federal match for states that cover all preventive treatments rated A or B by the U.S. Preventive Services Task Force (USPSTF).⁵⁰⁶ Their recommendations for the prevention and treatment of obesity include:

- Obesity screening for children and adolescents and offering or referring those with obesity to intensive, multicomponent, family-centered behavioral interventions (Grade B);⁵⁰⁷
- Referral of adults with BMIs of 30 or above to intensive, multicomponent, behavioral interventions (Grade B);⁵⁰⁸
- Offering behavioral counseling about healthy weight gain to pregnant people (Grade B);⁵⁰⁹
- Diabetes screening and referral for preventive interventions for adults who are overweight or have obesity (Grade B).⁵¹⁰

The USPSTF is also currently reviewing evidence to update its recommendations regarding:

- Weight management in children and adolescents;⁵¹¹
- Behavioral counseling for adults without cardiovascular risk factors;⁵¹² and
- Preventive services for food insecurity.⁵¹³

Healthcare and Hospital Programs

Healthcare is one of the largest and fastest-growing sectors of our economy, accounting for 14 percent of all American workers.⁵¹⁴ More than 18 million workers work in the industry,⁵¹⁵ and the average American sees a doctor or other medical provider about four times a year.⁵¹⁶ Accordingly hospitals and other healthcare facilities have a substantial impact on American lives and a tremendous opportunity to help prevent and reduce obesity. Ways they can do this include training their workers, adopting best practices, sponsoring community benefit programs, addressing patient's social needs, and promoting breastfeeding.

Medical Education and Training

The current training and continuing education for healthcare providers on preventing and treating obesity, as well as the issues of discrimination and weight stigma within the healthcare system, is often nonexistent or insufficient. One-third of medical schools reported they had no obesity education program and most did not meet the recommended 25 hours of nutrition education.^{517,518} As a result, physicians and other healthcare providers are lacking both knowledge about and comfort in treating obesity.^{519,520,521} In a 2020 study of Stanford internal medicine residents, 91 percent of residents reported discomfort prescribing anti-obesity medication, only one-third correctly identified indications for bariatric surgery and, of those, 9 percent reported referring patients for the surgery.⁵²² Furthermore, many providers want more training in obesity. In the Stanford survey, 90 percent of residents said they wanted more education about anti-obesity medications and 77 percent wanted more information about the

referral processes for weight-loss surgery and other interventions.⁵²³ In addition, fully trained physicians report feeling ill-prepared to treat obesity and there are few published studies on the effectiveness of medical school obesity education programs.⁵²⁴ Where obesity prevention and treatment education programs are in place, there is evidence that they improve outcomes. Researchers conclude that more obesity education should be incorporated into medical education.⁵²⁵

The Obesity Medicine Education Collaborative-an initiative organized by the Obesity Medicine Association, the Obesity Society, and the American Society for Metabolic and Bariatric Surgery in 2016—has developed a comprehensive obesity curriculum for medical training for undergraduate and graduate medical education, and fellowship training for providers of all levels. The curriculum covers (1) Patient Care and Procedural Skills; (2) Medical Knowledge; (3) Practicebased Learning and Improvement; (4) Interpersonal and Communication Skills; (5) Professionalism; and (6) Systems-based Practice.526

Best Practices

Healthcare practices should ensure their providers are providing obesity treatment consistent with the latest scientific research. Resources in this area include:

• Clinical guidelines on obesity treatment developed by the American College of Cardiology and the American Heart Association in collaboration with the National Heart, Lung and Blood Institute and other stakeholders. These guidelines can help health practitioners decide which patients they should recommend for weight loss, the best diets and lifestyle changes to help patients lose weight and maintain weight loss, and the benefits and risks of bariatric surgery.⁵²⁷

• Clinical preventive-service recommendations related to obesity issued by USPSTF. As discussed above, USPSTF has issued several grade B recommendations aimed at preventing and treating obesity.^{528,529,530,531} The Affordable Care Act requires most health plans to cover preventive services that have received an A or B grade from USPSTF.⁵³²

Screening and treatment

recommendations from the American Academy of Pediatrics, which recommends that pediatricians assess their patients for obesity risk and provide escalating tiers of care to patients with BMIs exceeding the 85th percentile.⁵³³ The American Academy of Pediatrics also recommends that pediatricians screen their patients for food insecurity and connect atrisk patients with nutrition-assistance programs.⁵³⁴

In addition to the following recommended clinical practices, hospitals and other healthcare facilities should also promote healthy environments for patients, visitors, and staff by:

- Serving healthy and nutritious food onsite;
- Sponsoring workplace wellness programs and nutrition classes;
- Reimbursing employees' exerciserelated expenses;

- Providing onsite fitness centers; and
- Designating a private space where nursing employees can breastfeed or express milk.^{535,536,537}

Community Benefit Programs

To maintain their tax-exempt status, nonprofit hospitals-which constitute 58 percent of community hospitals in the United States⁵³⁸—must conduct triennial community health needs assessments (CHNA) to determine their community's specific health needs and implement a plan to address them, also called Community Benefit.539 A national survey of hospitals taken in 2016 found that obesity was identified as a community health need in 71 percent of respondents' CHNAs.540 As a result, many hospitals now sponsor programs to encourage healthy eating and physical activity. For example:

- Nationwide Children's Hospital in Columbus, Ohio, encourages children to be more physically active through its Play Strong Program, which uses play to show kids that exercise can be fun.^{541,542}
- Temple University Hospital's Farm to Families program brings fresh, lowcost produce to North Philadelphia families and also holds cooking demonstrations.⁵⁴³
- In partnership with their local fire department, Slidell Memorial Hospital in Slidell, Louisiana, and Ochsner Medical Center in Baton Rouge sponsor a Fit As A Firefighter summer camp for kids ages 7 to 13 that offers nutrition and fitness activities.⁵⁴⁴

Addressing Patients' Social Needs

Unmet social needs-such as food insecurity, unstable housing, and domestic violence-increase the risk of developing chronic disease, including obesity. Accordingly, public health experts are developing new systems to better link clinical care with community resources and ensure patients are being treated holistically. CMS recently released a final rule that sets phased-in adoption of new measures for the Hospital Inpatient Quality Reporting Program that would screen for social drivers of health. The new social drivers of health measures will help hospitals identify specific risk factors for inadequate healthcare access and adverse health outcomes and, if consistently and accurately reported, could lead to an important data set to understand the top social determinants of health for beneficiaries.545

Breastfeeding

Breastfed children are at a significantly lower risk for childhood obesity and the American Academy of Pediatrics recommends exclusive breastfeeding for the first six months of life and continuing with complementary food for up to two years or more.^{546,547} As of 2019, 83 percent of babies in the United States were ever breastfed, with 45 percent exclusively breastfeed at three months.⁵⁴⁸

Hospitals are uniquely positioned to support the establishment of breastfeeding during the critical postpartum period. CDC analyzed hospital practices that affect how babies are fed. Data from 2018 indicated that most US hospitals scored well, yet institutional management for breastfeeding practices and policies



could be improved.⁵⁴⁹ In the summer of 2020, CDC followed up with the same hospitals to measure the impact of COVID-19 infection-control procedures on breastfeeding. It found that 17.9 percent of hospitals had reduced inperson lactation support during the pandemic and observed that more post-discharge breastfeeding support might be needed, along with long-term monitoring to assess the impact of the pandemic on infant health.⁵⁵⁰

The Baby-Friendly Hospital Initiative, a joint program of the World Health Organization and the United Nations Children's Fund, is a global program to support the implementation of the Ten Steps to Successful Breastfeeding. In the United States, Baby Friendly USA is the accrediting body that designates a hospital as "Baby Friendly" when they offer the optimal level of care for infant feeding. Today, nearly 28 percent of children in the United States are born at one of the 595 facilities designated as Baby Friendly, compared with fewer than 3 percent in 2007.⁵⁵¹ The State of Obesity

Recommendations

Ensuring that all communities can support healthy lifestyles for people of all ages requires a systems approach—because the development of chronic disease is influenced by culture, policy, and society—including public policy changes across key sectors to ensure healthy choices are available and easy for everyone. A systems approach includes reducing longstanding structural and historic inequities that have been intensified by the COVID-19 pandemic; targeting obesity-prevention programs in communities with the highest needs; and scaling and spreading evidence-based initiatives that create the healthy community environments to support optimal health, and promote healthy behaviors and outcomes (e.g., within healthcare, transportation, and education sectors).

For children and their families, schools serve not only as education centers, but also as critical influencers of youth development and well-being. For example, the National School Breakfast (SBP) and School Lunch Program (NSLP) meals are provided for free or at a reduced price to eligible children and are a nutrition safety net for lower-income children. Indeed, two school meals represented 47 percent of the daily calorie intake for an average student and provided 41 percent of a child's vegetable intake.⁵⁵²

Providing high quality and consistent child nutrition is not only important for the prevention of chronic disease, but also has critical impacts on a child's health and education outcomes for their entire lives. For example, students who participate in school breakfast programs have improved attendance, behavior, academic performance, and academic achievement, as well as decreased tardiness.⁵⁵³ In addition, food preferences formed during childhood, informed by education about food, family experience, and environmental exposures, are also important to the development of life-long attitudes toward nutrient consumption.554

The health of individuals and families are impacted by the communities in which they are born, live, work, learn, play, worship, and age. The available choices and habits related to diet, nutrition, and physical activity—as well as factors like stress, discrimination, poverty, economic opportunity, and food insecurity—vary across the United States and play a critical role in determining the health and well-being of community members. Ensuring all communities across the country support health requires additional resources, policies, and attention.

This section focuses on recommendations for federal, state, and local governments in five areas: (1) advance health equity by strategically focusing on efforts that reduce obesity-related disparities; (2) decrease food insecurity while improving nutritional quality of available foods; (3) update marketing and pricing strategies that lead to health disparities; (4) make physical activity and the built environment safer and more accessible for all; and (5) work with the healthcare system to close disparities and gaps in clinic-to-community settings.

Advance Health Equity by Strategically Dedicating Federal Resources to Efforts that Reduce Obesity-Related Disparities and Related Conditions.

Obesity prevention strategies must have an intentional focus on equity. As the main funder of communitybased obesity-prevention activities, the federal government plays a critical role in directing resources and programs that can combat obesity. In any policymaking, including the recommendations below, equity should be prioritized by:

- Properly funding communities by providing a foundation of flexible support, resources, and technical assistance tailored to a community's specific needs; and
- 2. Focusing on communities with the highest rates of obesity first, particularly those with low historic investment and structural inequities related to poverty, racism, and other social and economic factors.

Recommendations for the federal government:

• Increase capacity to prevent obesity and related chronic diseases. Congress should significantly increase funding for CDC's National Center for Chronic Disease Prevention and Health Promotion to improve the nation's prevention of obesity

and related chronic diseases. This investment should include at least \$125 million in FY2023 for CDC's Division of Nutrition, Physical Activity and Obesity to ensure its State Physical Activity and Nutrition (SPAN) program grants have sufficient and equitable funding to reach all 50 states as well as territories and tribal communities. State health departments use SPAN to implement effective multisector campaigns based on the latest research on preventing and reducing obesity. Yet, CDC's current funding level can only support 16 states (out of 50 approved but unfunded applications). Likewise, national obesity surveillance systems should be adequately funded to improve the collection of race/ ethnicity and other demographic data, in order to better tailor programs and funding.

• Increase funding for equitable obesity-related initiatives. Congress should increase funding for initiatives that center equity, such as CDC's **Racial and Ethnic Approaches** to Community Health (REACH) program, which delivers effective, local, culturally appropriate programs to those who bear a disproportionate burden of chronic disease. The REACH program, however, only has enough funding to support up to 40 grantees (out of a total 264 approved but unfunded applications). The Healthy Tribes program-formerly referred to as Good Health and Wellness in Indian Country-is funded out of the REACH funding line and supports tribal organizations to reduce chronic disease health disparities and promote health in American Indian and Alaska Native populations. TFAH recommends at least \$102.5 million for REACH and Healthy Tribes in FY 2023 to expand these effective approaches to additional communities.

- Support multisector collaborations that address the social determinants of health. Research shows a strong connection between the social determinants of health (SDOH)such as economic opportunity, housing, transportation, and access to nutritious foods-and risk of obesity and other health conditions, yet there has been little federal funding for public health approaches to address SDOH .555,556 Congress should expand funding to \$153 million, as requested in the President's FY2023 budget, for the SDOH program at CDC to fund meaningful multisector partnerships between public health and other sectors to address structural drivers of poor health. Such a program would create community conditions that foster optimal health, including access to healthy foods, safe places to be physically active, and initiatives that reduce poverty. The Improving Social Determinants of Health Act of 2021 (H.R. 379/S. 104) would authorize the creation of such a program at CDC.
- Address economic factors that contribute to obesity. Poverty is a significant contributor to obesity and chronic disease. Congress and state policymakers should support programs that both reduce poverty and improve health. Multifaceted approaches, including increasing the minimum wage, expanding the Earned Income Tax Credit. and access to safe, healthy, and affordable housing can reduce poverty and improve population health.^{557,558,559} For further discussion of TFAH's policy recommendations on economic well-being, see the report Promoting Health and Cost Control in States.⁵⁶⁰

- Prioritize health equity in goals
 planning. All relevant divisions
 at HHS, the U.S. Department of
 Transportation (DOT), and USDA
 should implement and publicly report
 on the progress for their Agency
 Equity Action Plans.⁵⁶¹ In addition,
 HHS, DOT, and USDA agencies
 that work to prevent obesity and
 development of chronic diseases
 should prioritize policies, programs,
 and resources to reduce health
 disparities and advance health equity.
- Adapt federal grantmaking practices to account for differential needs, resources, and capacity. Federal agencies that support obesity and chronic disease prevention efforts should consider health impact assessments, disease burden, historical underfunding, and social context when determining grantmaking eligibility criteria, so that communities with the greatest health-related needs can benefit from competitive grant mechanisms. Community-based organizations may be well-situated to implement obesity-prevention activities in impacted communities but need technical assistance or flexibility to meet procedural requirements of federal grants. Upfront financial barriers, and limited operating budgets could be constricting the community organizations that are best suited to implement chronic disease prevention programs. All federal agencies should implement Agency Equity Action Plans, which call for helping underserved communities learn about and navigate federal funding opportunities, providing technical assistance throughout the application process, and making federal funding applications simpler and easier to navigate.562

Decrease Food Insecurity While Improving Nutritional Quality of Available Foods.

Food and nutrition insecurity are root causes, or social determinants, of obesity. Before the pandemic, the overall food insecurity rate had reached its lowest point in decades, but job losses and school closures caused millions to experience food insecurity.563 Families need support to ensure consistent access to enough food for an active, healthy life. In 2021, the Supplemental Nutrition Assistance Program (SNAP) helped 41.5 million people with an average monthly benefit of \$217.83,564,565 while the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) provided healthy foods and nutrition services to 6.2 million participants.566 The money the federal government spends on anti-hunger programs (like SNAP) and nutritionassistance programs (like WIC) make critical differences in the health of millions of Americans. In addition, USDA estimates up to 12 million children are living in households that may be food insecure, and school meals are one of the healthiest sources of food for children.567,568 Focused attention is necessary for those communities with the greatest barriers to healthy food access, such as limited incomes and a lack of local stores with healthy food, particularly produce.

Recommendations for the federal government:

• Make permanent USDA school meal waivers, including healthy school meals for all. Congress should make healthy school meals for all permanent as a step to end child hunger and ensure access to healthy foods. Doing so would provide free meals to children regardless of income, eliminate school meal debt and lunch shaming, reduce program



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financial loss,569 and incentivize local food procurement. Congress should also improve children's nutrition during summer months by expanding access and eligibility for the Seamless Summer Option, Summer Food Service Program, and Summer Electronic Benefit Transfer (EBT), and align the nutrition standards of summer programs with the Dietary Guidelines for Americans and school meals. Congress should further extend COVID-19 waivers that allowed schools and community organizations the flexibility to continue feeding children throughout the pandemic. In particular, waivers that allowed for the distribution of food in noncongregate settings should be made permanent to help create continuity in access to nutrition throughout the school year and summer, particularly for children in rural areas.

• In the interim, encourage Community Eligibility Provision enrollment and expand eligibility. The Community Eligibility Provision (CEP) has allowed over 33,000 schools, about one in three of the schools that participate in school meals, to offer them at no charge to all students.⁵⁷⁰ CEP provides meals for all enrolled students if 40 percent or more of students are directly certified for free school meals, and schools are reimbursed according to the percentage of directly certified children. Participating schools report that CEP improves children's access to healthy meals, reduces paperwork for parents and schools, and makes school-meal programs more efficient.571 However, not all eligible schools participate. If the transition to Healthy School Meals must be incremental, Congress and USDA should improve uptake of the CEP. USDA should ease the administrative burden for school food-service programs by making participation in CEP as easy as possible, including by educating schools about CEP and providing technical assistance. Congress should enhance CEP by (1) ensuring schools with highest rates of poverty receive higher school-meals reimbursement, and (2) lowering the threshold for CEP eligibility for elementary schools to 25 percent of students participating in SNAP.

- Strengthen school nutrition standards. USDA should prevent rules that would weaken school nutrition standards and should issue and swiftly implement rules to maintain and increase nutrition standards for school meals and snacks, including lowering sodium to healthy and ageappropriate levels, creating an addedsugars standard, and increasing access to nutrient-rich foods. Congress should provide USDA the resources needed to give technical assistance, training, and peer-to-peer learning collaboratives, consider performancebased incentives, and work with industry to provide foods that meet the standards in phases to allow schools adequate time to adjust to improved nutrition levels.
- Extend benefits in the Supplemental Nutrition Assistance Program.

Congress should protect the update to Thrifty Food Plan, which increased pre-pandemic SNAP benefits by 21 percent, and continuously review the effectiveness of the benefit level.572 Congress should also oppose any legislative or regulatory efforts that would effectively limit SNAP eligibility, reduce the value of benefits, or create any other barriers to participating, such as imposing additional work requirements or time limits or eliminating broadbased categorical eligibility. In addition, Congress should require and provide additional resources to states to provide translation and outreach services for people applying to SNAP that have limited English proficiency.573

- Improve diet quality in the Supplemental Nutrition Assistance **Program.** Without decreasing access or benefit levels in SNAP, USDA and Congress should identify opportunities to improve diet quality, such as piloting voluntary programs that test healthier eating strategies. With its expressed authority, USDA should expand projects to evaluate innovative approaches to optimizing SNAP purchases. Additionally, Congress should double investments in SNAP-Ed, and USDA should continue to strengthen the highly effective Gus Schumacher Nutrition Incentive Program (GusNIP), which supports projects that increase fruit and vegetable purchases among SNAP beneficiaries.
- Enhance benefits and access to the **Special Supplemental Nutrition** Program for Women, Infants, and Children. WIC has proved effective at reducing obesity and promoting good health,^{574,575} in part due to the 2009 changes to the food package to align the nutritional quality of WIC foods with independent scientific recommendations from the National Academies.576,577 Congress should extend the 2021 increase in WIC's fruit and vegetable benefit through FY 2023, and Congress and USDA should make permanent reforms that increase the overall value of the WIC benefit and address existing nutrition gaps.
- Increase access to the Special Supplemental Nutrition Program for Women, Infants, and Children. Congress should expand access to

WIC for young children up to age 6 (or the beginning of kindergarten) and postpartum women up to two years postpartum, extend certification periods to streamline clinic processes, partner more closely with Head Start to enhance child retention, and allow WIC benefits to be remotely loaded onto cards. These steps will modernize the WIC program to make it more flexible and allow more families to access WIC's effective interventions by reducing duplicative paperwork requirements on both participants and service providers.

• Expand access to the Child and Adult Care Food Program. Congress should expand the Child and Adult Care Food Program (CACFP) by allowing a third meal-service option, increasing reimbursements to support healthier standards, streamlining administrative operations, and continuing funding for CACFP nutrition and wellness education. CACFP provides reimbursement for nutritious meals and snacks served to children and seniors in Head Start programs, family childcare, childcare centers, afterschool programs, homeless shelters, domestic-violence shelters, and senior day-care centers. Lowincome preschoolers attending CACFP-participating child-care centers are less likely to have obesity than similar children attending nonparticipating centers.578 CACFP providers have been affected exceptionally hard by the pandemic, and while providers are eligible for the child nutrition waivers that USDA has enacted in response to the pandemic, they have not previously received the same level of financial support as schools and other providers in legislative efforts.

• Expand support for maternal and child health, including breastfeeding. Congress should increase funding and access for programs that promote maternal and child health and breastfeeding support, such as CDC's Hospitals Promoting Breastfeeding program, Maternal, Infant, and Early Childhood Home Visiting, and the WIC Breastfeeding Peer Counseling Program.⁵⁷⁹ Breastfeeding has been shown to contribute to multiple positive health outcomes, including the prevention of childhood obesity.580 Congress should increase funding for the Health Resources and Services Administration's Title V Block Grant, which supports state maternal and child health priorities, including breastfeeding, nutrition, and physical activity.581,582

Recommendations for state/local government:

• Support access to healthy school meals. States and localities should continue strengthening school nutrition standards by, at minimum, meeting the 2012 federal government standards. Additionally, states and school districts should prepare for alternative schedules by encouraging partnerships with out-of-school time providers, community partners, and food banks to ensure children have access to food and critical enrichment opportunities. Schools should learn from the lessons of COVID-19 and continue flexibilities that will expand access to nutrition for students, such as second-chance breakfasts, breakfast on-the-go, and breakfasts in classrooms, while following CDC's Whole School, Whole Community, Whole Child framework, which provides information on the components of a school nutrition environment.

- Community design should encourage healthy food options. Local communities should incentivize—through land use planning, zoning, and property-tax credits—grocery stores, healthy corner stores, community gardens, food marts and farmers markets to locate or renovate in areas with limited access to nutritious foods and meet certain requirements for the amount of healthy food they provide. Local communities and schools should be incentivized to partner with local farms.
- Allocate resources to increase outreach and awareness. Schools that do not participate in CEP should distribute school meal applications and actively encourage parents to apply for the National School Lunch Program. Additionally, state agencies responsible for providing other benefits to families, such as Unemployment Insurance, Temporary Assistance for Needy Families, Medicaid, WIC, or SNAP, should ensure that parents or guardians are aware of all of the child nutrition programs administered by USDA and available to families in their jurisdiction.

Change the Marketing and Pricing Strategies That Lead to Health Disparities.

From infancy through adulthood, Americans are exposed to effective advertising via television, radio, new media, online, and retail ads encouraging the consumption of fast food, soda, and calorie-dense, lownutrient food products. While these messages reach virtually all populations, companies disproportionately market to children of color.^{583,584}

There is now a substantive and growing body of evidence showing that increasing the price, through excise taxes, of unhealthy items like sugary drinks reduces consumption (similar to pricing strategies that helped decrease the smoking rates), especially when that revenue goes to programs and services that improve population health.^{585,586} Policies in several communities show clear evidence that this approach works to reduce the consumption of sugary drinks.^{587,588}

Recommendations for the federal government:

• End unhealthy food marketing to children. Congress should close tax loopholes and eliminate business-cost deductions related to the advertising of unhealthy food and beverages to children on television, the internet, social media, and places frequented by children, like movie theaters and youth sporting events. Researchers project that eliminating advertising subsidies for unhealthy foods and beverages would prevent approximately 109,000 cases of obesity over a decade.589 FDA should establish clear and consistent labeling requirements for "toddler milks," which can confuse parents into buying nutritionally inferior products for their young children.



FDA should also examine the need to regulate marketing strategies in retail environments, both in-person and online, that may be promoting inaccurate information about products.

• Discourage overconsumption of sugar. Federal, state, and local governments should increase the price of sugary drinks, through an excise tax, with tax revenue allocated to local efforts to reduce health and socioeconomic disparities and obesity prevention programs. A sugary-drink tax to address childhood obesity is a costeffective strategy, leading to the potential prevention of 576,000 cases of childhood obesity and a healthcare savings of \$30.80 per dollar spent over 10 years.⁵⁹⁰ Proposals such as the SWEET Act would create a national sugar sweetened beverage tax, with revenues going toward reducing sugar in the School Breakfast Program. Additionally, another strategy to lower sugar consumption is making the tax amount proportional to the sugar amount in drinks,

thereby incentivizing companies to reformulate and reduce the sugar content in their products.

Recommendations for state and local governments:

- Promote healthy food options through procurement policies. When government agencies establish policies to improve the nutrition of the food they purchase and provide, they can improve public health and serve as an example for the private sector to provide healthy food.⁵⁹¹
- Reduce unhealthy food marketing to children at the local level. Local education agencies and communities should consider incorporating strategies in their local wellness policies that further reduce unhealthy food and beverage marketing and advertising to children and adolescents, like by prohibiting coupons, sales, and advertising around schools and school buses, as well as by banning sugary drinks as branded sponsors of youth sporting events.⁵⁹²

Make Physical Activity and the Built Environment Safer and More Accessible for All.

While many individuals can take measures to be active, there are often larger social, economic, and environmental barriers that communities should address, such as modifying community design so it is easier and safer for people to walk, bike, or roll for recreation or transportation purposes; strengthening publictransportation options; ensuring that children have daily opportunities for physical activity inside and outside of school; and creating accessible recreational options for people of all ages, racial and ethnic backgrounds, abilities, and incomes. While some communities have made progress, obstacles to physical activity are disproportionately greater in those communities where social and economic conditions have resulted in a lack of safe space for physical activity due to a variety of barriers, such as fewer recreational facilities, underfunded school systems, car-dependent transportation, and both overt discrimination and institutionalized racism. The pandemic made physical activity inaccessible for many, with the closure of schools, parks, playgrounds, gyms, and community centers.

What constitutes safe public space for physical activity for someone can vary based on their gender, race, and/ or ethnicity. Safety from traffic and crime are vitally important to overcome perceived and real barriers to physical activity. However, structural racism causes some people of color to face additional, unique challenges to being physically active in public spaces. For example, Black exercisers may experience dread, anxiety, and hypervigilance while attempting to exercise, especially in predominantly white neighborhoods, due to a fear of their safety.⁵⁹³ The murder of Ahmaud Arbery is one tragic example of the dangers Black people encounter while exercising. Furthermore, Black, Native, and low-income pedestrians are more likely to be killed while walking than white pedestrians.⁵⁹⁴

All physical-activity recommendations below should prioritize adaptations for the COVID-19 pandemic during the length of the public health emergency in order to ensure that individuals (especially in congregate settings, like schools) can safely be physically active.

Recommendations for the federal government:

• Fund programs that support physical education and healthier schools. Congress should increase funding for the Student Support and Academic Enrichment grant program (under Every Student Succeeds Act Title IV, Part A) to \$2 billion in FY 2023. The Student Support and Academic Enrichment grant recipients can use the funding to support health and physical education, among other activities. Also, given the interconnectedness of social, emotional, and mental well-being, along with the physical health of children, a positive school climate can promote physical activity, healthy eating, and emotional health as well as academic performance. Congress should expand funding for programs that promote social-emotional learning and improve health outcomes for children, such as CDC's Healthy Schools program.

- Prioritize evidence-based physicalactivity guidelines. Congress should codify and appropriate funds for HHS to publish the Physical Activity Guidelines for Americans at least every 10 years based on the most current scientific and medical knowledge, including information for population subgroups, as needed. Appropriations should also fund communication. dissemination, and support for the guidelines. Since the release of the first Physical Activity Guidelines for Americans in 2008 the vast majority of Americans (74 percent of men, 81 percent of women, and 80 percent of adolescents) do not meet these recommendations.⁵⁹⁵ The Guidelines were last updated in 2018.
- Fund active transportation in all communities, with a focus on equity. Congress should ensure that funding for active transportation projects like pedestrian and biking infrastructure, recreational trails, and Safe Routes to Schools included in the Infrastructure Investment and Jobs Act, which included a 5-year reauthorization of federal surface transportation programs, are properly utilized. Congress should require that at least 10 percent of the Surface Transportation Block Grant program is set aside for active transportation policies through the Transportation Alternatives Program. Local matching requirements for active transportation projects should be made more flexible to ensure that all communities,

regardless of their resource level, have an equitable opportunity to receive funding. Congress should ensure that all federal infrastructure bills mandate state adoption of Complete Streets principles as a condition for the receipt of federal funding for major transportation projects.

• Make physical activity safer. The U.S. Department of Transportation should add Safe Routes to Schools, Vision Zero, Complete Streets, and non-infrastructure projects as eligible initiatives of the Highway Safety Improvement Program. The Department of Transportation should conduct national road-safety audits to identify high-risk intersections and other hazards, and states and large cities with higher rates of pedestrian deaths should implement safetyimprovement projects.

Recommendations for state/local governments:

• Prioritize schooltime physical activity. States and local education agencies should identify innovative methods to deliver physical activity everyday, such as partnering with out-of-school time providers for before/after-school activity, providing virtual options for physical education, implementing active recess or class-based activities, and more. States should consider using the Every Student Succeeds Act Title I and/or IV funding for physical education and other physical-activity opportunities.⁵⁹⁶

- Make local spaces more conducive to physical activity. Local school districts and states should evaluate schoolyard suitability and enhance schoolyard spaces to account for active play, outdoor classroom space, school gardens, access to nature, and mitigation of urban heat islands. Shared-use agreements should allow for schoolyards and other school recreation facilities to be open to communities outside of school hours.
- Make communities safer for physical activity and active transportation. States and cities should enact Complete Streets and other complementary streetscapedesign policies to improve active transportation and to increase outdoor physical-activity opportunities.
- Encourage outdoor play. States should build on the successful federal Every Kid Outdoors program—which provides fourth graders with a free-entry park pass for themselves and their families to visit federal public lands—to include state-managed lands and/or to expand to other age groups, and the federal government should extend the program to more ages. State and local policymakers and funders should support park development in high-need areas, prioritizing equity and community engagement.⁵⁹⁷

Work with the Healthcare System to Close Disparities and Gaps in Clinic-to-Community Settings.

While the Affordable Care Act has provided access to health insurance coverage to an additional 31 million adults, nearly an equal number of individuals of all ages still lack coverage, and there are significant disparities in access to care by sex, age, race, ethnicity, education, and family income.598,599 Health insurance and access to care are foundational to obesity prevention and treatment as well as to overall health. The following recommendations are in addition to the principal belief that all individuals in the United States, regardless of race, income, immigration status, or any other factor, deserve and should have access to quality healthcare.

All healthcare payors should establish quality measures that prioritize screening and counseling to prevent obesity and, when necessary, to cover obesity-related services that meet the National Academy of Medicine health equity definition of "providing care that does not vary in quality because of personal characteristics such as gender, ethnicity, geographic location, and socioeconomic status."⁶⁰⁰

Recommendations for the federal government:

- Expand access to healthcare coverage. Congress, the administration, and state lawmakers should continue to expand access to health insurance, including extending marketplace subsidies that are set to expire in 2025⁶⁰¹ and extending incentives for expansion of Medicaid in remaining states and making marketplace coverage more affordable.⁶⁰²
- Enforce U.S. Preventive Services Task Force recommendations for obesity prevention. By law, most insurance plans must cover, with no cost-sharing, preventive services with a grade of A or B that the U.S. Preventive Services Task Force (USPSTF) recommends. While there are several grade A or B obesityrelated USPSTF recommendations, including referrals to intensive behavioral interventions for adults and children, there is a wide variety of actual implementation or uptake of these recommendations across insurers.⁶⁰³ HHS, the U.S. Department of Labor, and the U.S. Department of the Treasury should jointly communicate to insurers that they require coverage of grade A and B recommendations by publishing FAQs, a form of correspondence that the departments have previously done on other USPSTF recommendations. Insurance plans should also incorporate quality measures that incentivize screening and counseling for overweight and obesity, with an emphasis on prevention.
- Expand opportunities for public health and healthcare coordination.

Agencies and Congress should explore opportunities to expand the capacity of healthcare providers and payers to screen and refer individuals to social services by leveraging existing billingcode options, coordinating care delivered by healthcare, social service, and nutrition programs, sufficiently reimbursing social-services providers, and more fully integrating social needs data into Electronic Medical Record systems. Address root causes of health

disparities. Congress should pass the Health Equity and Accountability Act, a comprehensive bill that broadly addresses healthcare disparities and aims to improve the health and wellbeing of communities of color, rural communities, and other underserved populations across the United States.⁶⁰⁴

• Expand Medicare coverage of weight management and obesity related services. Medicare should expand coverage of obesity-related services such as obesity and nutritional counseling provided by registered dieticians,⁶⁰⁵ anti-obesity medications, and bariatric surgery.

Recommendations for state/local governments:

- Expand Medicaid eligibility to provide insurance coverage to more people. States that have not yet expanded Medicaid should leverage the newly established incentives in the American Rescue Plan Act to ensure coverage of as many individuals as possible.
- Prioritize social-determinants-ofhealth strategies. States, insurers, and healthcare facilities should follow CMS guidelines on addressing patients' social needs, and public health departments should partner with social-service agencies, healthcare insurers, hospital systems, and community organizations to address social determinants of health. Such efforts could include promoting evidence-based policies that improve community conditions; supporting processes that center community members' views when setting goals and strategies; providing counsel and referral strategies to better use electronic health records;

establishing referrals to and funding for the National Diabetes Prevention Program, ParkRx, and other community-based programming; employing community health workers and promotores—in low-resourced areas to provide culturally and linguistically appropriate health education and to connect residents with relevant safety-net and socialsupport resources; and aligning state and local efforts to national initiatives (such as CDC's Million Hearts).

- Cover adult and pediatric weightmanagement and obesity-related services. Medicaid should reimburse providers for evidencebased comprehensive pediatric weight-management programs and services, such as Family-Based Behavioral Treatment programs and Integrated Chronic Care Models.⁶⁰⁶ State Medicaid programs should also expand coverage of obesityrelated services such as obesity and nutritional counseling provided by professionals like registered dieticians, anti-obesity medications, and bariatric surgery.
- Build and support capacity of community-based partners. State Medicaid agencies should consider seeking waivers or state plan additions that would allow Medicaid managed care organizations to reimburse community-based organizations for chronic disease prevention activities, to further incentivize cross-sector collaboration. State Medicaid agencies can also provide targeted technical assistance to further build the capacity of communitybased organizations to engage with healthcare entities.

Appendix: Obesity-Related Indicators and Policies by State

The appendix covers indicators spanning state-level conditions, policies, and performance measures across four themes: Community Conditions, Food Insecurity, Nutrition Assistance Programs, and Childcare and School Nutrition and Physical Activity. Some of the indicators are updated annually and are regularly included in the *State of Obesity* report, while others are based on one-time reports or were included this year since they particularly relate to the report's special feature. The data included are the most recently available, although some items have a substantial delay before release.



The State of Obesity

Community Conditions									
	Social Determinants of Health Index (2019)	Poverty (2020)		Health Insurance Coverage (2020)		Neighborhood Sidewalks and Parks (2019-2020)		Complete Streets Policy Adoption (2020) ⁵	
	How does the state rank on the Social Determinants of Health Index (SDOHi)?1*	What percentage of residents live below the poverty level? ²	What percentage of children live below the poverty level? ²	How much higher is the poverty rate for Black residents as compared with White residents? ²	What percentage of residents age 0-64 are uninsured? ³	How much higher are uninsured rates for Black residents (age 0-64) as compared with White residents (age 0-64)? ³	What percentage of children live in neighborhoods with sidewalks/ walking paths? ⁴	What percentage of children live in neighborhoods with parks/ playgrounds? ⁴	Has the state adopted any Complete Streets Policies? ⁵
Alabama	46	15%	21%	69%	11%	27%	53%	52%	
Alaska	24	14%	19%	N/A	14%	N/A	70%	74%	
Arizona	28	11%	17%	256%	13%	N/A	87%	80%	
Arkansas	48	14%	20%	116%	10%	13%	55%	51%	
California	6	11%	15%	85%	8%	38%	91%	84%	\checkmark
Colorado	9	10%	12%	N/A	12%	N/A	90%	88%	\checkmark
Connecticut	7	11%	16%	N/A	6%	N/A	71%	78%	
Delaware	21	11%	17%	216%	10%	53%	74%	71%	
D.C.	N/A	17%	22%	335%	4%	60%	99%	90%	√,
Florida	23	13%	20%	139%	15%	41%	76%	73%	√,
Georgia	39	13%	20%	87%	17%	37%	60%	60%	√,
Hawaii	5	11%	16%	N/A	5%	N/A	82%	88%	\checkmark
Idano	36	9%	11%	N/A	14%	N/A	76%	74%	,
Illinois	12	8%	10%	172%	8%	60%	87%	85%	\checkmark
Indiana	42	12%	18%	143%	7%	N/A	70%	66% 70%	1
lowd	33	9%	10%	IN/ A	1 70	N/ A 45%	60% 76%	79%	V
Kontuoku	21	9%	15%	105%	00/	43%	60%	56%	1
Louisiana	47	14%	20%	1/3%	0%	N/ A 20%	53%	56%	√ /
Maine	35	8%	15%	N/A	5% 7%	2.5 %	61%	66%	N I
Maryland	1	0%	12%	03%	5%	N/A	81%	81%	N I
Massachusetts	1	9%	13%	114%	3%	N/A	87%	84%	N J
Michigan	40	11%	15%	158%	5%	45%	76%	76%	1
Minnesota	17	8%	10%	N/A	6%	N/A	80%	86%	J
Mississippi	50	18%	22%	94%	14%	29%	41%	47%	J
Missouri	32	11%	15%	235%	12%	51%	66%	68%	Ĵ
Montana	29	11%	12%	N/A	9%	N/A	69%	69%	v
Nebraska	15	8%	11%	369%	9%	N/A	88%	79%	
Nevada	20	13%	16%	191%	12%	21%	91%	79%	\checkmark
New Hampshire	22	6%	9%	N/A	5%	N/A	62%	74%	
New Jersey	3	8%	11%	84%	8%	53%	85%	90%	\checkmark
New Mexico	44	17%	22%	135%	15%	N/A	81%	78%	\checkmark
New York	2	12%	18%	99%	6%	12%	84%	87%	\checkmark
North Carolina	38	14%	23%	100%	12%	25%	54%	54%	\checkmark
North Dakota	19	11%	14%	N/A	7%	N/A	80%	82%	
Ohio	34	13%	19%	140%	8%	41%	74%	75%	
Oklahoma	45	16%	22%	65%	17%	50%	56%	63%	
Oregon	14	10%	12%	N/A	6%	N/A	83%	80%	
Pennsylvania	18	11%	16%	167%	7%	29%	73%	79%	√,
Rhode Island	8	9%	14%	N/A	4%	N/A	77%	81%	\checkmark
South Carolina	43	13%	21%	218%	10%	31%	51%	53%	\checkmark
South Dakota	30	12%	N/A	N/A	11%	73%	81%	77%	,
Terres	41	13%	20%	133%	13%	1/%	53%	58%	\checkmark
lexas	31	14%	20%	174%	20%	43%	13%	13%	\checkmark
Utan	10	8%	10%	N/A	11%	N/A	92%	90%	
Virginia	10	9%	9%	N/A	3%	N/ A	04% 70%	75%	
Weehington	13	8%	13%	215%	0%	39%	72%	72%	\checkmark
West Virginia	11	8% 1/10/	10%	N/A	9%	N/A	18%	19%	V
Wisconsin	49	14% Q%	16%	352%	6%	N/A	JZ % 70%	94% 80%	V
Wyoming	20	10%	13%	N/A	12%	N/A	80%	70%	
Total	N/A	12%	17%	139%	10%	43%	75%	75%	35 States

Sources and Notes: 1. Sharecare and Boston University, "Social Determinants of Health Index," August 2021. https://wellbeingindex. sharecare.com/wp-content/ uploads/2020/08/Sharecare-CWBI_2019_State_Rankings_ vF.pdf

*The Social Determinants of Health Index includes 17 items across five interrelated domains: healthcare access, food access, resource access, housing and transportation, and economic security. State-level SDOHi scores were created by aggregating county-level SDOHi scores with weights proportional to county population sizes.

2. Kaiser Family Foundation, "Poverty Rate by Race/ Ethnicity" and "Poverty Rate by Age", 2020. https://www.kff.org/statecategory/demographics-andthe-economy/

* Kaiser Family Foundation estimates based on U.S. Census Bureau's American Community Survey.

3. Kaiser Family Foundation, "Uninsured Rates for the Nonelderly by Race/Ethnicity," 2020. https://www.kff.org/ state-category/demographicsand-the-economy/

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Data source: Complete Street Policy Inventory.

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Food Insecurity							
	Household Food Insecurity (Average 2018-2020)	Food Insecurity Among Youth (2019)	Food Insecurity Among Older Adults (2020)	Cost per Meal (2019)			
	What percentage of households experience low or very low food security? ¹	What percentage of children (under 18) are food insecure? ²	What percentage of seniors (age 60+) are food insecure? ³	What is the average dollar amount spent on food per meal by food- secure individuals? ⁴			
Alabama	14% ^a	21%	9%	\$3.01			
Alaska	11%	16%	6%	\$3.63			
Arizona	11%	18%	7%	\$3.03			
Arkansas	13%	21%	6%	\$2.73			
California	9%ª	14%	7%	\$3.26			
Colorado	10%	12%	8%	\$3.35			
Connecticut	12%	15%	7%	\$3.39			
Delaware	10%	16%	5%	\$3.18			
D.C.	10%	15%	13%	\$4.09			
Florida	10%	17%	8%	\$3.28			
Georgia	10%	15%	9%	\$3.04			
Hawaii	9%ª	18%	4%	\$3.50			
Idaho	10%	11%	5%	\$3.07			
Illinois	9%ª	12%	7%	\$3.00			
Indiana	12%	15%	7%	\$2.74			
Iowa	7%ª	13%	6%	\$2.88			
Kansas	11%	17%	7%	\$2.96			
Kentucky	14%ª	18%	11%	\$2.75			
Louisiana	15%ª	23%	12%	\$2.97			
Maine	11%	18%	5%	\$3.71			
Maryland	9%	15%	6%	\$3.24			
Massachusetts	8%ª	9%	5%	\$3.69			
Michigan	12%	14%	5%	\$2.93			
Minnesota	7%ª	11%	4%	\$3.16			
Mississippi	15%ª	22%	12%	\$2.90			
Missouri	12%	15%	7%	\$2.96			
Montana	10%	16%	4%	\$2.95			
Nebraska	11%	15%	5%	\$2.90			
Nevada	12%	18%	6%	\$3.11			
New Hampshire	6%ª	11%	3%	\$3.48			
New Jersey	8%ª	10%	6%	\$3.41			
New Mexico	13%ª	22%	8%	\$2.95			
New York	11%	16%	8%	\$3.31			
North Carolina	12%	18%	8%	\$2.99			
North Dakota	8%ª	9%	3%	\$3.18			
Ohio	12%	17%	6%	\$2.86			
Oklahoma	15%ª	21%	8%	\$2.89			
Oregon	9%ª	15%	5%	\$3.13			
Pennsylvania	10%	15%	5%	\$3.17			
Rhode Island	8%ª	14%	6%	\$3.42			
South Carolina	11%	15%	9%	\$2.94			
South Dakota	9%ª	15%	5%	\$3.06			
Tennessee	13%ª	16%	7%	\$3.07			
lexas	13%ª	20%	9%	\$2.68			
Utah	10%	12%	4%	\$2.94			
Vermont	9%ª	14%	5%	\$3.60			
Virginia	9%ª	12%	6%	\$3.17			
Washington	9%ª	14%	5%	\$3.21			
West Virginia	15%ª	19%	9%	\$2.75			
Wisconsin	10%	14%	6%	\$2.90			
Wyoming	12%	14%	8%	\$3.12			
Total	11%	N/A	7%	N/A			

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a. Difference from U.S. average was statistically significant with 90% confidence.

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Nutrition Assistance Programs						
	Special Nutrition Assistance Program Participation (2018)	Special Supplemental Nutrition Program for Women, Infant, and Children Participation (2019)	Women, Infant, and Children Breastfeeding Performance Measurements (FY 2020)	Farm to Food Bank Project Funding (as of FY 2022)	TEFAP Food Costs (FY 2021)	
	What percentage of people eligible participate in SNAP? ^{1*}	What percentage of people eligible participate in WIC? ^{2*}	What is the percentage of breastfed infants (fully or partially breastfed) among WIC participants in the state? ³	Which states are conducting a Farm to Food Bank project in FY 2022? ⁴	What is the total cost of food delivered to states under the Emergency Food Assitance Program (TEFAP)? ⁵	
Alabama	79%	62%ª	13%		\$16,704,301	
Alaska	89%	53%	46%		\$4,102,772	
Arizona	77%	56%	31%		\$34,922,025	
Arkansas	66%	49%ª	14%	\checkmark	\$13,614,570	
California	70%	69% ^a	38%	\checkmark	\$112,076,433	
Colorado	79%	53%ª	35%	√a	\$17,819,098	
Connecticut	93%	55%	36%		\$10,320,553	
Delaware	100%	50%ª	32%	\checkmark	\$8,164,148	
D.C.	82%	61%	49%		\$832,524	
Florida	86%	58%	38%	\checkmark	\$76,256,951	
Georgia	83%	49%ª	28%		\$35,675,853	
Hawaii	88%	58%	48%	\sqrt{a}	\$2,551,598	
Idaho	74%	46%ª	45%		\$3,439,652	
Illinois	100%	48%ª	30%		\$39,578,407	
Indiana	74%	59%	29%		\$23,401,023	
Iowa	88%	59%	29%		\$8,748,209	
Kansas	68%	55%	31%		\$11,500,132	
Kentucky	75%	57%	22%		\$16,651,144	
Louisiana	83%	49%ª	14%		\$20,392,985	
Maine	81%	53%	32%		\$6,011,519	
Maryland	91%	68%ª	42%		\$3,310,695	
Massachusetts	94%	63%ª	37%		\$15,098,200	
Michigan	89%	64%ª	24%	√a	\$44,697,741	
Minnesota	76%	67%ª	38%	\checkmark	\$13,110,629	
Mississippi	70%	60%	15%		\$12,436,725	
Missouri	87%	53%ª	23%		\$23,497,357	
Montana	78%	44%ª	36%	\sqrt{a}	\$2,717,281	
Nebraska	79%	59%	35%		\$5,840,079	
Nevada	92%	59%	30%		\$17,323,646	
New Hampshire	80%	52%	35%		\$2,234,195	
New Jersey	81%	58%	45%		\$22,342,508	
New Mexico	98%	44%ª	38%		\$13,175,188	
New York	89%	59%	47%	1	\$64,918,435	
North Carolina	69%	57%	31%	V	\$41,470,100	
North Dakota	03%	01%	30%	1	\$2,525,305	
Oklahama	84%	52%	10%	V	\$44,930,810	
Oragon	00%	00% 60%	20%	1	\$14,007,110	
Deppsylvania	00%	55%	10%	N	\$10,223,378	
Phodo Island	99%	50%a	19%	V	\$44,903,473 \$2,457,217	
South Carolina	95% 77%	// 20//a	20%		\$2,457,517 \$15,507,642	
South Dakota	78%	43 <i>%</i>	21%		\$2,636,644	
Tennessee	90%	11%ª	23%		\$22,030,044	
Texas	75%	57%	57%	1	\$118 070 873	
Utah	77%	43%ª	41%	V Ja	\$8 472 767	
Vermont	92%	73%ª	49%	v	\$1,443,819	
Virginia	72%	49%ª	22%	7	\$17,244,088	
Washington	98%	53%ª	42%		\$24.744.673	
West Virginia	88%	55%	17%	√a	\$7.990.768	
Wisconsin	92%	58%	23%	, ,	\$15,561.914	
Wyoming	54%	54%	32%	√	\$2,326,917	
Total	82%	57%	N/A	28 States	N/A	

Sources and Notes: 1. USDA Food and Nutrition Service, "Estimates of State Supplemental Nutrition Assistance Program Participation Rates in 2018, " May 2021. https://www.fns.usda. gov/snap/reaching-those-needestimates-state-2018.

*Estimated SNAP participation rates are based on samples of households in each state. While there is substantial uncertainty associated with the estimates and comparisons across states, the estimates do show whether a state's participation rate was probably at the top, at the bottom, or in the middle of states. Estimated participation rates of 100 percent stem from differences of the data used to estimate the number of eligible people and those used to estimate participants, and do not mean that every eligible person participated.

2. USDA Food and Nutrition Service, "National- and State-Level Estimates of WIC Eligibility and WIC Program Reach in 2019 Final Report" February 2022. https://fns-prod. azureedge.us/sites/default/files/ resource-files/WICEIgibles2019-Volume1-revised.pdf.

a. Difference from national coverage rate was statistically significant at the 95 percent confidence level.

*These values capture eligibility and participation across all WIC participant categories (infants, children up to age 5, pregnant women, and postpartum women). Note that eligibility can vary across states and localities based on income unit, income period, and income limits. This data excludes territories for states and includes territories in "total".

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Food costs are the value of entitlement and bonus commodities delivered to State warehouses during the fiscal year.

Child Nutrition and Physical Activity						
	Smart Snacks Standards (2019-2020)	Food Marketing (2019-2020)	School Breakfast Program (2020-2021)	Successful State Farm to School Legislation (2002-2020)	Community Eligibility Provision (2021-2022)	
	Do state laws meet Smart Snacks Standards for all grade levels? ¹	Does the state restrict marketing of unhealthy foods/beverages in schools? ¹	What percentage of the children in the School Lunch Program are in the School Breakfast Program? ²	How did the state score (on a scale from 0-6) with respect to successful state farm to school legislation from 2002 to 2020? ³	What percentage of eligible districts have adopted the community eligibility provision?**	
Alabama			69%	6	76%	
Alaska			76%	5	77%	
Arizona			66%	0	69%	
Arkansas	\checkmark		74%	6	63%	
California		√ ^b	94%	6	57%	
Colorado			62%	4	34%	
Connecticut			64%	3	95%	
Delaware	,	lb	90%	1	80%	
D.C.		√ ^u	96%	5	98%	
Fiorida	√		08% 710/	0	04%	
Hawaii	V		71% 57%	6	100%	
Idaho			57% //7%	0	77%	
Illinois	.1		78%	4	57%	
Indiana	1		50%	0	41%	
lowa	J.		39%	4	19%	
Kansas			52%	0	5%	
Kentucky	\checkmark		85%	2	97%	
Louisiana	\checkmark		66%	6	95%	
Maine		\sqrt{a}	71%	2	57%	
Maryland			100%	6	59%	
Massachusetts			73%	4	64%	
Michigan			77%	6	67%	
Minnesota			75%	5	44%	
Mississippi	\checkmark		71%	1	82%	
Missouri			68%	6	67%	
Montana			61%	2	82%	
Nebraska			35%	1	19%	
New Hampshire	.1		57%	4	03% 0%	
New Jersev	N N	./a	89%	3	58%	
New Mexico	1	v	94%	5	87%	
New York	v		77%	6	79%	
North Carolina			83%	6	65%	
North Dakota			44%	0	96%	
Ohio			62%	0	82%	
Oklahoma	\checkmark		54%	6	54%	
Oregon			94%	5	43%	
Pennsylvania			64%	4	75%	
Rhode Island	\checkmark	√ ^b	76%	2	45%	
South Carolina	\checkmark		72%	3	78%	
South Dakota	,		36%	0	76%	
Tennessee			70%	2	74%	
Iexas	I		65%	4	53%	
Vermont			30%	0	82%	
Virginia		/b	/ 0% 80%	0	04%	
Washington		V	91%	1	61%	
West Virginia	1	,/b	88%	1	93%	
Wisconsin	V	V	58%	6	47%	
Wyoming			51%	2	88%	
Total	18 states and D.C.	6 states and D.C.	71%	N/A	64%	

Child Nutrition and Physical Activity (continued)							
	National Physical Education Standards (2019-2020)	Physical Activity Throughout the Day (2019-2020)	Recess (2019-2020)	Embedding Obesity Prevention in Early Care & Education (2020)			
	Does the state address or refer to the National Physical Education Standards within state PE curriculum laws? ⁵	Does the state have laws that address providing physical activity throughout the day (e.g., during classroom breaks)? ⁵	Does the state have laws that address providing physical activity through recess? ⁵	How well do the state's licensing regulations for child care centers support high- impact obesity prevention standards over time (score out of 100)? ⁶ *			
Alabama	\checkmark		√c	68			
Alaska	\checkmark	√a	√c	71			
Arizona	\checkmark	√b		53			
Arkansas		√a	√d	74			
California			√c	67			
Colorado		√a	√c	74			
Connecticut		√a	√d	65			
Delaware				80			
D.C.	√	√a	√c	74			
Florida	\checkmark		√d	71			
Georgia				70			
Hawaii	1			67			
Idaho				30			
IIIInois		10	10	/8			
		√d /⊨	√C	48			
IOwa		√u		00			
Kontucky	1	12		56			
Louisiana	N I	va la		70			
Maine	V	√a		10			
Maryland	./			71			
Massachusetts				44			
Michigan	V			73			
Minnesota	J	√a	√c	65			
Mississippi	J	√a	√c	68			
Missouri		√a	√d	51			
Montana		·	· ·	62			
Nebraska				63			
Nevada				67			
New Hampshire	\checkmark	√a	√c	69			
New Jersey			√d	79			
New Mexico	\checkmark	√a		69			
New York				74			
North Carolina				74			
North Dakota				51			
Ohio	\checkmark			49			
Oklahoma	\checkmark	√a	√c	68			
Oregon	\checkmark			56			
Pennsylvania				44			
Rhode Island		√b	√d	72			
South Carolina		√a	√c	66			
South Dakota	\checkmark			39			
Tennessee	I	√b	1	/9			
lexas			√C	62			
Utan	I	1-	1-	70			
Virginio		√a	√C	12			
Washington	1	√d /a	√u	00			
West Virginia	V	Vd la	/d	64			
Wisconein		٧d	νu	60			
Wyoming	1			43			
Total	26 states and D.C.	23 states and D.C.	20 states and D.C.	N/A			

Sources and Notes:

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a. Recommend marketing be consistent with Smart Snacks standards b. Require marketing be consistent with Smart Snacks standards.

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A score of 4-6 indicates the state is "Sustaining Farm to School" (with legislation that includes funded grant programs, coordinator positions, and/or local procurement incentives). A score of 2 or 3 indicates the state is "Growing Farm to School" (with a pilot, local preference, and/ or unfunded program). A score of 1 indicates the state is "Seeding Farm to School" (with proclamations/resolutions, a database, and/or task force/councils). A score of 0 indicates the state has no Farm to School legislation enacted.

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a. Encourages providing physical activity throughout the day

b. Requires providing physical activity throughout the day

c. Addresses or requires recess less than daily

d. Requires daily recess

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Endnotes

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